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WAR FOOD ADMINISTRATION
OFFICE OF DISTRIBUTION

Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference Agenda

April 24, 25, 26, 1944

Washington, D. C.

Monday, April 24

10:00 A.M.	<u>Introduction</u> Dr. Robert S. Goodhart, Chief Industrial Feeding Programs Division
10:10 A.M.	<u>Program Objectives</u> Dr. Norman Leon Gold, Chief Civilian Food Requirements Branch
10:30 A.M.	<u>Status of Industrial Feeding</u> Milton Lowenthal, Operations Section Industrial Feeding Programs Division
10:55 A.M.	<u>Recess</u>
11:00 A.M.	<u>Obtaining Program Acceptance</u> Ernestine Perry, Operations Section Industrial Feeding Programs Division
11:30 A.M.	<u>Inter-Agency Relationships</u> Dr. Robert S. Goodhart
11:40 A.M.	<u>Participation in Community Nutrition Programs</u> M. L. Wilson, Chief Nutrition Programs Branch Office of Distribution
12:00 M.	<u>Responsibilities of State and Area Supervisors</u> R. C. Davenport, Chief, Operations Section Industrial Feeding Programs Division
12:30 P.M.	<u>Recess for Lunch</u>
2:00 P.M.	<u>Responsibilities of Industrial Feeding Specialist</u> William Broeg, Assistant Chief Industrial Feeding Programs Division
2:30	<u>Survey Methods</u> Charles P. Alcorn Industrial Feeding Specialist Chicago Regional Office Louis B. Peradotto, Administrative Officer, San Francisco Regional Office

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- 3:15 P.M. Rationing
Kris Bemis, Chief
Institutional Users Branch
Office of Price Administration
- 3:45 P.M. Industrial Feeding and Manpower
Miss Rhea Radin, Chief
Plant and Community Services Section
War Manpower Commission
- 4:00 P.M. Personnel Training Programs
John B. Pope, Regional Agent
Southern States
Business Education Service
U. S. Office of Education
- 4:20 P.M. Announcements and Adjournment

Tuesday, April 25

- 9:30 A.M. Relationships with Labor and Labor Organizations
Wesley A. Carter, Chief
Civilian Food Requirements Division
San Francisco Regional Office
- 9:45 A.M. Activities of Office of Labor Production
Roy Brewer
Office of Labor Production
War Production Board
- 10:00 A.M. Facilities and Equipment Problems
E. C. Adelberger, Chief
Facilities and Equipment Section
Industrial Feeding Programs Division

M. M. Miller, Sanitarian, USPHS
District No. 2
- 11:00 A.M. Recess
- 11:05 A.M. Certification of WPB Applications
Robert C. Davenport, Operations Section
- 11:15 A.M. Financing of Installations
Milton Lowenthal, Operations Section
- 11:30 A.M. Relationships with Equipment Dealers
William Broeg, Industrial Feeding Programs Div.
- 11:45 A.M. Facilities and Equipment Problems in Practical Operations
Ralph [unclear], Engineer
Slaters [unclear], Inc.
Philadelphia, Pa.

12:30 P.M. Recess for Lunch

2:00 P.M. Financial Management
John H. Slater, President ✓
Slater System, Inc.
Philadelphia, Pa.

2:45 P.M. Food Service Management
Ruth M. Lusby, Food Needs Division

3:30 P.M. Recess

3:35 P.M. In-Plant Nutrition Education
Dr. H. F. Kilander
Industrial Feeding Specialist
New York Regional Office

4:00 P.M. Reporting
Milton Lowenthal, Operations Section ✓

4:15 P.M. Announcements and Adjournment

Wednesday, April 26

10:00 A.M. Discussion Periods

Organization of Area Inter-Agency Committees.
Leaders: Milton Lowenthal & Robert Davenport

10:30 A.M. Program Acceptance
Leader: Ernestine Perry

11:00 A.M. Survey Activities
Leader: William Broeg

12:00 A.M. Labor Relationships in the Field
Leader: Dr. Robert S. Goodhart

12:30 P.M. Recess for Lunch

2:00 P.M. Discussion Period

Facilities and Equipment
Leader: E. C. Adelberger

3:30 P.M. Management and Operations of Industrial Feeding Facilities
Leader: William Broeg

5:00 P.M. Closing Remarks and Adjournment

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

INDUSTRIAL FEEDING PROGRAM OBJECTIVES

Presented by

Norman Leon Gold, Chief
Civilian Food Requirements Branch

I am very glad to see you and to have so many people from outside agencies here. It is our first chance to get together. There are a lot of familiar faces and many new faces as well.

This is a working conference. This is a chance for us to present our suggestions and proposed recommendations to you and it is a chance for you people to raise a lot of questions. At the end of the conference you should have a clear indication as to what we are going to be doing over the balance of this calendar year and for some considerable period thereafter.

In reflecting on the general problem of which industrial feeding is a part, the thing that impresses me the most is the remarkable capacity of the human body to perform adequately even though the conditions for its performance are not always good. Most of us would agree that the human body is the most complicated mechanism that has yet been devised. Yet it is expected to function and the wonderful thing is that it does function even though the material out of which it is made and the fuel it uses are not always the best. To me that is a rather remarkable thing.

I have been interested lately in following some phases of the synthetic rubber program where they develop equipment and processing which is highly complicated. I don't attempt to follow the complications of the equipment, but the impression one gets is that the processes are complicated and there are many breakdowns and many difficulties. The human body would far outrank anything devised there and yet it continues to function.

The point is that it doesn't run as well as it should and that represents a loss to both the individual and the community. To me the field of nutrition has its most fruitful meaning when we get out of it the concept of what it can do toward a good and full life. The best experiments, to me, are these that demonstrate not only that animals and man can live longer but that they have an awfully good time when they are living that extended period. That challenge is the most excitable and most valuable thing in this science of feeding. So the fact that the machine does not work well affects the welfare of the individual. From a social viewpoint it is certainly important to note the effect of bad fueling on the machinery for productive effort. That is the other important consequence of bad feeding.

Now, many of you will be quick to point out that the scientific demonstrations of the effect of feeding individuals are not all of the best. However, I think most of you in this room who have observed the consequences of good and bad feeding realize that such observation has a very important scientific value. Such observation may not be as conclusive as controlled experiments, but the impressions received by people who have the ability to discern cause and effect relationships are extremely important leads.

We are here to discuss intensively the subject of industrial feeding. I hope none of us forget the place of industrial feeding in the scheme of things. It is a segment, and a very important segment, of the whole problem of adequate feeding for civilians. It has received its impetus in war out of a very peculiar set of circumstances. I mean that the interest in it arises from the relationship between high productive ability and good feeding. Several programs which are now administered have had their origin in quite different circumstances. All of you here, I am sure, are interested in the School Lunch Program. It had its origin in another very peculiar set of circumstances, namely, the depression period and the lack of adequate markets for agricultural products. The thing that interests me is that regardless of the origin of those two rather dynamic programs, they have a meaning and a purpose, and they present a set of problems that quite completely transcend any of the immediate circumstances in which they were born.

The proposition that we are dedicating ourselves to in this field of industrial feeding is the job of seeing that all civilians are fed. We carve out a segment here of that job, but always the job we are doing is in relationship to that responsibility for getting an adequate supply of food to civilians and consumed by civilians.

Now, the role that the Civilian Food Requirements Branch plays in that field is ideal from even the most conservative point of view. There is no paternalism in our particular job of industrial feeding. We don't spend any money to provide things other than one commodity, that is, sound and good technical advice.

I want to put a couple of strings on this technical phase by way of definition. Some of you who have been with the program will recall that Dr. Goodhart started work on industrial feeding before many people in Government were exercised about it. He carried it on in Government when he doubted if there were many people in Government interested and he started from a medical background to supply direction on technical advice. Now, administratively, you will not be called Industrial Nutritionists; you will be called Industrial Feeding Specialists. We hope that you live up to that definition. The job that you have in being technical advisers involves many phases, all of which might be subsumed under the term of nutritionists, but you probably would be stretching the term quite a great deal. I don't have to mention that many of you are equipment specialists, for you have become equipment specialists. You have to become authorities on rationing problems and on price problems. I don't know how to subsume that great problem called labor-management relationships under anything other than the broadest notion of technical adviser in this field called industrial feeding. That is why I think there is much meaning in that very simple administrative idea that the job to which you are dedicating yourselves makes you Industrial Feeding Specialists.

I do just want to make a few observations on what I consider the immediate assignments. We have said that we want to be sure that not less than $5\frac{1}{2}$ million more workers shall be fed in 1944 through industrial feeding services than were fed in 1943. That, itself, has not too much meaning. It would mean that if our guesses from our surveys are right, by the end of 1944 you would have covered all of the areas, closely related to the immediate war effort, in which it is practical to establish in-plant feeding. Some 12 million workers out of the 20 million who are in industries related to the war effort would have a program of feeding workers on the job. The remainder, for various reasons, mostly because of the smallness of size, would not be covered.

Now, that over-simplifies the problem a great deal. We have tried by two administrative steps to define that job more precisely. We sent out to the regions a list of plants by size and we sent to you the addresses of most of the largest ones so that you have your area defined. You have found an amazingly small number of firms that have a very large proportion of the industrial workers. Your industrial workers are in a relatively small number of plants. Six to eight thousand plants, for instance, will include a very large proportion of the workers who need this type of help on their jobs. Now, that was Stage 1 in which we noted the fields that ought to be covered.

Stage 2 is the reports from you on the status of the survey and we both cajole and persuade you to find out this status currently. You should be in the process of checking off your list of assignments. Again I am over-simplifying, but I think that is somewhat less simple than this statement about $5\frac{1}{2}$ million more workers. In many ways that is the basic assignment for 1944, to clean up on those lists, and that encompasses giving the best kind of food supplementation to workers in the areas that have been listed for you.

Now, that brings me to an equally important job in terms of some of the immediate assignments, and that is what I call the problem of communication. I do not know what individual philosophy you have about your work and your working relationships. I do know that one of the things you have to discuss a great deal is how to organize vast numbers of people, not simply labor-management but all interested Federal agencies. You carry a responsibility for effectively working with them. You are going to discuss that at some length. Well, it follows axiomatically that your working relationships with the people to whom you are immediately responsible and with whom you are associated are of very high magnitude. I have spent many years in this Department studying the problem of communication. By communication I am talking about the whole problem of organization, reporting, letter writing, and everything that goes into successful operation. It requires real teamwork. It requires the absence of barriers between Washington and the field, and, axiomatically, between the segments of the field and the particular sections of the Civilian Food Requirements Division in the region, and then from there to the state and area offices. Now, one of your real assignments for this immediate period, is to get that conception of teamwork thoroughly in mind.

From those three general propositions, the general problem of the number of workers we want to cover, the specific plants and areas that we want to cover, and the whole problem of communication, we get into a series of sub-topics that must be solved rather quickly and then be kept continuously before us as a work basis. Many of you will say that your biggest problem is the technique of getting into

the plants. That is going to be discussed a great deal. It needs a lot of discussion from the field. You have considerable diversity. As technical advisers you wait for calls to be of assistance. Yet you do not have a desk job, you have a field job. You have to lick that problem, and there are no uniform answers for the country as a whole.

Your own effectiveness in the field depends upon your promptly servicing the people that are asking your help. That raises some questions about staff limitation and effective organization of your own time, effort and cooperation with your associates. The pressure of time and the pressure of performance is great at your level.

I feel that small beginnings are being made, but intensive effort on your part must be dedicated to get the right kind of a maximum assistance from area supervisors and state supervisors. Now, the technical work is a staff job, performed from the regional offices. But there is a developmental phase and a follow-up phase that you will never be staffed to perform, that can be done by the area and state supervisors. They have got to know more about what you do. They have got to know more about you, and you have got to know how to work with them. You can't overlook this because you won't cover the field unless you get that kind of working relationship going.

For the long-time period we can make a major contribution. Our long-time responsibility is not limited to those plants that you already have listed, and it is not limited to the 20 million workers that are working immediately in war industries. It is not limited to the installation phase. It is directed to the utilization of and the securing of adequate food for our industrial population. Although you have been given what I consider a very tough and very serious schedule for 1944, having gotten to 1945 and made that schedule, I think you will only have begun to work on the job in which you are engaged.

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WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

Status of Industrial Feeding

Presented by

Milton Lowenthal
Civilian Food Requirements Branch
Industrial Feeding Programs Division
Operations Section

During the past year there has been increasing recognition of the role of industrial feeding in the war production program.

All government agencies concerned have established policies with respect to on-the-job feeding and have taken steps to implement those policies. The Inter-Agency Committees in Washington and the field are now set up to coordinate the activities of the many agencies involved and to expedite the program. The President, in his request that adequate facilities be made available where necessary in all war plants, stressed the importance of industrial feeding.

Labor has participated by cooperating at the national level through the Labor Advisory Committee representing all major labor organizations. Labor has cooperated at field levels through its plant food committees, through labor-management committees and through central labor bodies.

Management, generally, has recognized the need for adequate feeding on the job and has availed itself of our technical services. An illustration of the attitude of management is the following statement by an official of a steel company in Pittsburgh:

"There are many reasons why in-plant feeding is necessary. Some of the more important reasons are increased efficiency of employees by their being able to consume a warm meal in the middle of their work period, reduced absenteeism because of better health through better food, and the curtailment of loss of time necessitated by a few minutes lateness on the part of those who go some distance for food. The accumulative effect of this means considerable in increased production."

Since October 1941 our staff has made surveys and otherwise provided assistance to improve food services in 430 plants employing more than 4 million workers. In addition, we have provided technical advice and assistance in connection with food service operations in public housing projects in the Western, South-western and Northeastern Regions, as well as in a number of commercial eating places serving war workers in congested production areas throughout the country.

Any discussion of the status of industrial feeding must be related to the stated objective of our program. The objective is to assure the provision of nutrients necessary to maintain health and thus increase the productive efficiency of our war workers. The goal is to provide adequate food services for all workers in plants where such facilities are feasible, and for the remainder, to improve the nutritional value of food obtained in restaurants

near plants and of lunches brought from home, as well as the food eaten at home.

The emphasis at present is on improving existing facilities and getting facilities installed where needed. Since practically all of the larger plants have some type of food service the major part of our job is to assist in the improvement of operations which either were not planned to serve a sufficiently large proportion of the plant population or are inadequate because of large increases in employment.

The goal for 1944 is to see to it that facilities are provided for 60 per cent of the 20 million on war work. As has been indicated in statements to the Regions, it would be desirable to provide for 80 per cent or more of the workers in the 2300 plants employing over 1000 workers. There is a greater need for adequate facilities in these plants because commercial restaurants usually are not accessible, the workers travel longer distances, larger proportions of women are employed, many of the workers have migrated to the plant area and, because of the overcrowded living conditions, have inadequate home food preparation facilities. In addition, community food services are generally inadequate and workers often rely on plant food services for more than one meal a day.

These large plants employ about 72 per cent, or 9 million of the war workers in manufacturing industries. Of these 9 million, about 2 million are in the large aircraft plants and 1.7 million are in the large shipyards.

As to the progress being made in reaching our goals, with respect to facilities, the earliest comprehensive data available is that resulting from the National Association of Manufacturers survey of October 1941. This survey included among those reported as having facilities, plants with lunchrooms in which food brought from home could be eaten.

Our own surveys in the Northeast and that just completed in the other Regions, report as plants with facilities only those in which some type of food service is being operated. The proportions of plants reporting facilities in the three surveys, by plant employment size, follows;

Percent of Plants With Feeding Facilities, by Plant Employment Size

Plant Employment Size	NAM Survey October 1941	Northeast Survey October 1943	Current Survey March 1944
All Plants	40	47	50
0 - 249	25	25	29
250-499	37	40	48
500-999	50	60	64
1000-2499	65	77	82
2500 & over	80	86	93

The figures show a substantial increase in the installation of food service facilities. An analysis of the data on the basis of the number of workers served provides an even more encouraging picture. Last May Dr. Goodhart estimated that less than 20 per cent of the workers in manufacturing have access to in-plant food service facilities. On the basis of the Northeast Survey we estimated that about 30 per cent in the entire country were actually being served by in-plant facilities during October 1943. This increase was corroborated by WPB data on the quantities of food service equipment released each month since last June.

The current survey shows that 38 per cent of the workers in manufacturing are being fed on the job, 22 per cent by cafeterias, and 16 per cent by other in-plant facilities. Analysing these data by plant employment size, the percentages vary as follows: for plants under 250, 7 percent, for plants from 250-499, 22 percent, for plants from 500-999, 24 per cent, for plants from 1000-2499, 41 per cent, for plants over 2500, 45 per cent. Therefore, with an increase of about 25 per cent in the number of plants with facilities, we have had an increase of 90 per cent in the number of workers being served. This means, of course, that many plants have been expanding their facilities.

These data indicate that much has been accomplished, but we still have a long way to go to reach our 1944 goals. With continued cooperation of the procurement agencies and with proper coordination and direction of the program on our part, - barring a major change in the war production picture, - we should be able to accomplish our stated objective with respect to establishing in-plant facilities for 60 per cent of the war workers by the end of 1944.

There remains the more difficult aspect of our objectives - that of improving the adequacy of food eaten on the job. This involves the conduct of continuing activity to gain acceptance of our food service standards affecting the storage, preparation and service of food, the improvement of home packed lunches, and the education of workers to a better understanding and appreciation of the importance of properly balanced diets.

An important educational medium for bringing food service standards to the attention of managers and chefs is the material issued in the Western Region. This may be combined with the Industrial Nutrition service as contemplated in the Midwest Region. However, we should not overlook the possibilities of involving industrial feeding contractors in activities to accomplish this objective. That this is a practical approach is indicated by the plans for a nutrition education program being developed by a Midwest firm which claims to be feeding one million workers on the job.

Recommendations in line with our food service standards have been made generally where plant surveys have been conducted. The extent to which these have been carried out, however, is not known. There have been some follow-ups to check on these matters and probably many of you know from personal contact that recommendations have been followed. It will be necessary, however, to have a more complete picture of accomplishment in this regard. This can be done, we believe, by developing uniform procedures for following up on recommendations. The use of a proposed form for reporting on adoption of recommendations will be discussed later in the conference.

Involved also in the improvement of diets is the conduct, as an integral part of the food service operation, of nutrition education programs directed at the workers. There are several outstanding examples of in-plant nutrition education programs which demonstrate that such activities can be effective in improving diets. These are the Serval Plant in Evansville, Indiana, the Bendix Plant in Towson, Maryland, the Westinghouse Plant in Springfield, Massachusetts, and the Eastman Kodak Plant in Rochester, New York. The BAE workkeys in Peoria and Evansville last summer indicated in-plant programs can accomplish results. In our own work this phase of the program generally has received insufficient attention. No doubt, this is so mainly because we have been operating with limited staffs and because of the need for giving attention to facilities, ration point and other pressing problems. However, the establishment of food service facilities represents only the initial step in accomplishing program objectives. Success of the program will be measured by the degree to which our activity results in improvement in the diets of industrial workers.

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WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

OBTAINING PROGRAM ACCEPTANCE

Presented by

Ernestine Perry
Industrial Feeding Programs Division
Civilian Food Requirements Branch

Obtaining program acceptance means devising techniques and putting them into operation in order to achieve certain objectives of the program, such as:

- I.. To secure the cooperation of Federal agencies
- II. To expand in-plant feeding through management's acceptance of responsibility
- III. To develop labor's understanding of the need and value of in-plant feeding
- IV. To establish food service standards through food management services, including both plant-managed and industrial feeding contractor-managed food services
- V. To help workers and their families make the best use of available foods for the maintenance of health and productive efficiency
- VI. To develop a public understanding of the importance of meeting the nutritional requirements of workers
- VII. To promote the consumption of foods in relative abundance

To obtain program acceptance is a responsibility shared by the Washington office, Regional, State and Area offices. To achieve it requires the full development of all the resources available to reach management, labor, industry, professional and business organizations, and the general public. Among these resources are:

- A. Branches and Divisions of WFA, and other Federal agencies
- B. Personal contacts
- C. Press and Radio

I. To Secure the Cooperation of Federal Agencies

It is the responsibility of this Division to develop and maintain the continuing cooperation of the eight other Federal agencies joining under the leadership of WFA in the Inter-Agency Committee on Food for Workers.

To achieve this it is necessary:

- A. To keep them informed and to keep the representatives of other agencies informed about developments and activities affecting their respective responsibilities in the program.
- B. To arrange meetings, to provide all agencies with reports and available materials, and to provide information that is not of a confidential nature to the press and radio.
- C. To supply the Washington office with information about activities of the Inter-Agency committees, that such action may be used in developing policies, and in providing materials to publications released by other agencies.
- D. To develop and distribute materials to achieve coordination and cooperation.

1. Administrative Material

- (a) The Inter-Agency Committee Administrative Letter issued this month.
 - (l) Distribution through Marketing Reports to each regional office, to CFRB Industrial Feeding Division, and to State and Area Supervisors.
 - (m) Distribution by Federal agencies to their field staffs.
 - (n) Additional distribution provided on basis of monthly lists sent from regional offices to the recording secretary of the Inter-Agency Committee, Ernestine Perry.
- (b) Distribution of administrative material on program affecting other agencies.

2. Press and Radio Material

- (a) Material provided to Marketing Reports for channelling to all national media with cooperation of OWI.
- (b) Material provided Federal agencies for use in their publications.
 - (l) Cooperation from regions necessary to provide material to Washington office Industrial Feeding, and to regional Marketing Reports Divisions.

3. Exhibit Materials

(a) Prepared through cooperation of Industrial Feeding Division, Marketing Reports and Office of Information, WFA.

(1) Set of 20 x 24 photographic enlargements, which can be used by regions, states and areas.

(m) Photographs on industrial feeding for use in press provided Marketing Reports regional office, through cooperation of this Division and Marketing Reports.

4. Additional Materials Needed

(a) Information on good industrial feeding projects and new installations developed through Inter-Agency cooperation.

(1) Secured through technical advisory service by Industrial Feeding Specialist.

(b) Photographic Material

(1) Secured from plant management by Industrial Feeding Specialist or Marketing Reports Division.

(c) Material secured through visit of Washington representatives to plants.

(1) Arrangements to be made through regional offices.

II. To Expand In-Plant Feeding Through Management's Acceptance of Responsibility

A. Through utilization of resources of Branches and Divisions of WFA and other agencies.

1. Publications of WFA and Office of Distribution

(a) To editors of trade and business publications, national publications, radio commentators and advertisers.

(1) Fact Sheet prepared and distributed by Marketing Reports Division.

(m) Media Book prepared by this Division in cooperation with OPI.

(n) "Food Fights for Freedom" Campaign Program Chart - Marketing Reports Division.

(b) Industrial Nutrition Service

(1) Prepared by this Division in cooperation with Food Needs, and Visual Section, Marketing Reports Division.

- (m) Distribution to be changed from Washington level to regional, with total number of copies desired requested by regions the first of each month. Distribution grown from 800 in 1942 to 5400 this month.
- (n) Additional material of regional interest may be distributed, providing it is based on policies and food service standards established by the Washington office.

2. Publications of Other Federal Agencies

- (a) Journal of the Department of Commerce, etc.

B. Personal Contact

1. Industrial Feeding Specialists' final responsibility. Management's interest may be aroused to request services through national, regional, state and area contacts and correspondence.
2. Material to aid Industrial Feeding Specialists
 - (a) Articles, pamphlets and statements of management showing economic advantages of in-plant feeding, such as: Increased production, improvement in morale, labor-management relations, reduction of absenteeism and accidents, and examples of successful operations.
 - (l) Pamphlet - "Your Employees are no Better Than the Food They Eat"
 - (m) Media Book - "Make Food Fight for Freedom by Adequate On-the-Job Feeding of Industrial Workers"
 - (n) Manual of Industrial Nutrition - 125,000 distributed.
 - (b) Suggested layout plans and equipment lists being compiled into Industrial Feeding Facilities Manual by Facilities and Equipment Section of this Division.
 - (c) Additional statements from management and examples of good operations need to be secured by Industrial Feeding Specialists in visits to plants. These are for the use of the Specialists, regional Marketing Reports Division, and the Washington office of this Division.

C. Press and Radio

1. Cooperation developed through direct contact with editors, writers, commentators, representatives of management, industry, and advertisers.
2. Cooperation developed through this Division and Marketing Reports OWI and other Federal Agencies.

3. Media

(a) Newspapers

- (1) Press releases prepared at National, Regional, State and Area levels. Copies of national releases sent to regions.

(b) Magazines

- (1) National, trade and business publications. Some reprints available.

(c) Business and professional organization publications

- (1) Publications of National Association of Manufacturers, State Employers' Associations, Chambers of Commerce, Kiwanis and Rotary Clubs, etc. Some available copies secured for regions.

(d) Radio

- (1) National networks, programs of WFA and other agencies, industry, organizations, regional, state and area programs. Transcriptions and scripts available to regions.

4. Material Needed:

- (a) Examples of good feeding operations, ways of increasing employee participation, recruiting, utilizing and training manpower in food service, utilizing minimum amount of equipment, providing balanced, simplified menus meeting standards, utilizing services of dietitian and plant doctors, educational techniques and programs, human interest stories of worker and management reaction. Material to be provided Washington office of this Division. Marketing Reports representatives in the region should be given such material for public dissemination when requested.

III. To Develop Labor's Understanding of the Need and Value of In-Plant Feeding

- A. Through utilization of cooperation established at the national level through the Labor Advisory Committee to the Inter-Agency Committee, the Labor Divisions of Federal Agencies, the WPB War Production Drive Committee's Labor-Management Committees, and the U. S. Labor Department.
 1. Develop acceptance of in-plant feeding ration allowances, as method of meeting needs of average worker, and additional in-plant feeding supplementary allowances recommended by OPA and Food Needs Division, as meeting needs of heavy workers.
 2. Material on labor activities provided for "Industrial Feeding" Inter-Agency Committee Letter distributed to members of Labor Advisory Committee.

3. Material prepared by this Division at the request of National Labor groups.

- (a) Pamphlet "Wartime Food Information" AF of L.

- (b) Material for national publications of AF of L and CIO.

- (c) Exhibits and speeches for labor conferences. Material prepared on industrial feeding as part of AF of L exhibit available to all regions through Nutrition Programs Branch.

B. Cooperation developed through personal contact with Labor groups and Labor-Management Committees.

1. 50% of 4000 Labor-Management Committees reaching 6,000,000 workers now are undertaking some type of activity to improve in-plant food service and to promote nutrition education among workers. A 12-point program for these committees suggested by this Division is being urged by the WPB War Production Drive Committee.
2. The entire WFA exhibit at the recent Labor-Management National Exposition was devoted to the Industrial Feeding program. Part of the display of OWI featured national press material prepared by this Division and OWI, and Labor-Management exhibits from industrial plants featured Industrial Feeding projects.
3. Mine Pit-Head Canteen program to help stimulate labor's cooperation in securing this type of food service where desired, has been developed. A Mine Pit-Head Canteen pamphlet is now ready for publication, to be distributed to regions for United Mine Workers of America district secretaries and local unions.

C. Press and Radio

1. U. S. Labor Press weekly releases to 800 Labor Press editors.
2. Foreign Language Press.
3. Radio programs based on labor activities.
4. Consumer Guide articles (circulation 100,000). Cooperation of Marketing Reports Division.

D. Materials Needed:

1. Examples of labor participation in expanding in-plant feeding, securing improvements in existing services, cooperative projects, and evidences of improvements in labor-management relations due to food services. Material to be provided Washington office through regions, states and areas.

IV. To Establish Food Service Standards Through Food Management Services, Including Both Plant-Managed and Industrial Feeding Contractor-Managed Food Services

A. Through utilization of resources of Branches and Divisions of WFA and other agencies.

1. Provide material for OPA Food Rationing Letter.
2. Cooperate with OPA on interpreting food ration allotments for new and expanding food service installations, and amendments to RO 5.
3. Cooperate with WPB in interpreting priority procedures and limitation orders.
4. Cooperate with WMC on manpower problems and interpretation of orders.
5. Cooperate with "Food Fights for Freedom" campaign activities for institutional food managers.
 - (a) "No-Point Low-Point" menu award campaign.
6. Provide material and quantity recipes for Industrial Food Service personnel through "Industrial Nutrition Service" through cooperation with Food Needs Division.

B. Personal Contact

1. It is the responsibility of Industrial Feeding Specialists through the technical advisory service to assist food managers with rationing problems and to interpret Office of Price Administration regulations.
2. To stimulate interest of food service managers in following recommendations for menus, including Lunch Specials, and recommending ways in which limitation of choice can secure employee's acceptance.
3. To interpret WMC orders, recommend labor-saving techniques, methods of utilization, training and recruitment of food service personnel, and secure cooperation of food service managers in placing home economics and institutional management majors in plants for internship training.
4. To recommend ways to secure wider use of food services on the part of industrial workers.
5. To distribute pamphlet "Planning Meals for Industrial Workers" (80,000 already distributed).
6. To promote the sale and use of industrial feeding posters and table-tent cards in plants and nearby restaurants.

7. To arrange for securing of War Department film slides on "Mess Improvement", series 832 "Promote Good Food Habits" and series 853 "Food for Health." Available through Army Service Commands.
8. To arrange for presentation of industrial feeding program and exhibits at meetings of regional groups of managers and operators; and to cooperate with Area Supervisors in arranging for establishment of Industrial Food Service Managers Committees, such as Essex County, New Jersey committee, and to supply materials and suggestions for meetings of Restaurant and Stewards Associations and the regional and area meetings of the American Dietetics Association and the American Home Economics Association.

C. Press and Radio

1. Newspapers and Trade Publications

- (a) Examples of food service managers' techniques and achievements based on established food service standards. Cooperation of Washington office and Marketing Reports in preparation and distribution of press materials based on information provided by Industrial Feeding Specialists.
- (b) Series of articles now in preparation for national restaurant magazines and National Restaurant Association.

2. Radio

- (a) Similar material provided Marketing Reports Radio Section for use in radio scripts. Copies supplied Regional Office of Marketing Reports.

3. Material Needed:

- (a) More specific examples with detailed information regarding food service managers' techniques and achievements based on established food service standards.

V. To Help Workers and Their Families Make the Best Use of Available Foods for the Maintenance of Health and Productive Efficiency

A. To develop and encourage the use of in-plant educational programs and provide materials and information on programs and materials available through other sources, and to cooperate with other Branches and Divisions of WFA and other agencies in community programs designed to reach the worker and his family, is the responsibility of this Division.

1. Provide suggestions for programs, and distribute materials to develop understanding of importance of following the Basic 7 food guide in the daily diet, eating an adequate breakfast, selecting a balanced lunch, selecting an adequate between-meal snack and preparing balanced packed lunches.

- (a) Through cooperation of educational and informational services U. S. Public Health Service; OCD, Department of Education; Nutrition Programs Branch and Marketing Reports, Office of Distribution, WFA.
2. Conduct surveys with cooperation of Bureau of Agricultural Economics to determine most effective techniques.
 - (a) Survey conducted indicates value of in-plant feeding educational programs. Sixty percent of industrial workers eating in the cafeteria in one plant manifested a change in food habits due to an educational campaign closely tied in with the cafeteria operation. Twenty-five percent indicated there was a carry-over effect into the home. Results of survey can be used to develop acceptance of in-plant educational programs.
3. To develop and encourage the use of nutrition educational programs and materials in the plant.
 - (a) Education through application of food service standards, such as serving of balanced Lunch Specials at reasonable price, provision of a 5¢ raw vegetable salad on a la carte service line, preparation of food to preserve flavor and food value, and menus providing for variety despite simplification.
 - (b) Encourage talks, demonstrations, contests, quizzes and courses for foremen and other workers, Labor-Management Committees, Labor Unions, and Women's Auxiliary meetings. (Films-film strips)
 - (1) American Red Cross is now testing simplified course on practical application of Basic 7 food guide, with certificates to be awarded on completion of course. Through Red Cross nutrition field staff, instructors are provided. Designed for in-plant as well as community use.
 - (c) Promote sale and use of posters and table-tent cards. Available at cost from Superintendent of Documents, Washington.
 - (d) Suggest lunch-box packing contests, derbies and round-ups, and encourage sale of "Eat a Lunch That Packs a Punch" lunch-packing chart.
- B. To cooperate with Industries, Health and Education services, Nutrition Committees and Red Cross in community nutrition educational programs designed to reach workers and their families.
 1. Program activities in connection with community organizations have been outlined in pamphlet distributed by the Chamber of Commerce of U. S. and in "Food Fights for Freedom" campaign book, WFA, and Media Book.
 2. Cooperate with Industry programs such as Servel Inc. and Westinghouse Electric and Manufacturing Company's Health for Victory Clubs. Servel Inc. has distributed more than 10,000,000 pieces of literature, and conducted national advertising and radio programs in

connection with its industrial nutrition program. Servel's Home Volunteer Consultants' Data carries material provided by this Division regularly. 1600 "Health for Victory" clubs organized.

3. Provide industrial feeding educational materials for use in nutrition centers at public utilities, department stores, markets and libraries as well as in industrial plants.

(a) Posters, table-tent cards, charts, "Industrial Nutrition Service", etc.

C. Press and Radio

1. Newspapers

- (a) Cooperate in promoting Wartime Nutrition Schools sponsored by newspapers, industrial plant managers, industries, nutrition committees and other civic organizations. Newspapers in many parts of the country have found these schools successful. Promotion material provided by this Division and Marketing Reports has been sent to regional Marketing Reports representative.

2. Radio

- (a) Material showing how nutrition education benefits workers and changes food habits forms basis for radio programs on national, regional, state and area levels, through cooperation with Marketing Reports Radio Division.

3. Material Needed:

- (a) Examples of nutrition education techniques and programs used, and evidence of their effectiveness. Information gathered from visits to plants and communities should be sent to Washington office and provided regional Marketing Reports office. Human interest material including comments of workers and housewives showing effect of nutrition education in changing food habits.

4. Example of Use of Material

- (a) Material gathered on visit to one plant provided a feature article in a national magazine, five additional short magazine articles, a feature sent out by OWI on national press wire services, radio script for United Press wire service over 600 radio stations and 900 women commentators' radio programs, article for 800 labor press editors, as well as material used in a number of speeches. This is the type of distribution that can be given information when we make use of all our resources and the channels provided by Marketing Reports and OWI.
- (b) This material included comments of workers, such as, "Sure there is less meat, but there's plenty to eat -- and it's good too." Facts showed salad sales jumped 400%, and milk sales doubled in a year as result of nutrition education and good in-plant food service.

VI. To Develop a Public Understanding of the Importance of Meeting the Nutritional Requirements of Workers

- A. Conduct studies and assist plant physicians and scientific organizations in conducting on-the-job studies on the relation of nutrition and nutritional factors to the health and productivity of the worker, and interpret the scientific findings in popular terms through the use of all informational media for the general public.
 - 1. Maintain records and assemble materials on the history of the development of the Government's industrial feeding program.
 - 2. Provide advice and assistance to other countries developing or conducting industrial feeding programs.
 - (a) Countries requesting this service to date include:
Britain, Canada, Australia, Chile, Brazil, Colombia and Argentina.
- B. Prepare materials for use in newspapers and publications on the objectives and specific examples of how these objectives are being achieved to affect an improvement in the health and productive efficiency and well-being of workers.
 - 1. Example - Articles that have appeared in magazines with circulation running into millions -- Good Housekeeping, Look, Click, Woman's World, etc.
- C. Provide material for use in radio
 - 1. Example - Radio broadcasts arranged through cooperation of Marketing Reports Division, notifying their regional office of dates when members of the Washington staff are to be in certain cities so that programs can be arranged. Three broadcasts were given by Dr. Robert S. Goodhart during three days spent in San Francisco last month, through cooperation of Marketing Reports.
- D. Material Needed:
 - 1. More scientific studies on relation of nutrition and nutritional factors to the health and productivity of worker.
 - 2. More human interest stories of improvement in health, morale and production as result of better food habits.

VII. To Promote the Consumption of Foods in Relative Abundance

- A. Through cooperation with Distribution Division and Food Needs Division, CFRB, WFA Marketing Reports, Office of Information and OWI provide material in "Industrial Nutrition Service" for industrial plant workers and industrial feeding managers, and material for Labor Press.

1. Material stresses availability of foods, nutritive value, and provides menu suggestions and quantity recipes.
- B. Letters and quantity recipes prepared and distributed to public institutions, and national organizations such as American Dietetics Association, American Home Economics Association and National Restaurant Association.
 1. Fact sheets prepared by Marketing Reports Division on foods in relative abundance are distributed.
- C. Through industrial feeding specialists' advisory service to food service managers, advice and materials may be provided to encourage use of foods in relative abundance, and conservation of food in short supply.
- D. Press and Radio
 1. Programs promoting consumption of foods in relative abundance, and conservation of food in short supply, are most effective on regional and area level. Industrial feeding angles provided by Industrial Feeding Specialists will be utilized by Marketing Reports representatives in the region.

Evidence that we have achieved some measure of success in developing program acceptance is the fact that we now have the Inter-Agency Committee on Food for Workers, which provides for the coordinated effort of nine Federal Agencies and their field staffs.

Increasing acceptance of management and labor is seen in the demand for the technical advisory services of Industrial Feeding Specialists, and the expansion of industrial feeding. This is due largely to the work of the Industrial Feeding Specialists, whose technical advisory service is the biggest contribution to the achievement of our goals.

We all have a big job ahead, however, in speeding up the rate of expansion in order to achieve our goals. This means making full use of all the resources at our command, through Federal agencies, organizations, personal contacts, and press and radio. We have passed the stage for generalizations about the value of the program, and reached the stage for providing specific examples of the results achieved. It is at the regional and area level where information about these specific examples can be secured. Then through the cooperation available, we can carry forward the development of acceptance of food service standards, nutrition education and the necessary expansion of the program.

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

INTER-AGENCY RELATIONSHIPS

Presented by

Robert S. Goodhart
P. A. Surgeon (R) USPHS
Chief, Industrial Feeding Programs Division

The Industrial Feeding Program can operate successfully only through the cooperation of all the Federal agencies responsible for the production of war materials, the health and morale of industrial workers and their families and the production and distribution of food stuffs. Equally important is the cooperation of state and local agencies and groups concerned with these matters and, of fundamental importance, is the cooperation of management and labor.

The necessary cooperation can be obtained only through developing an understanding of the principles and objectives of the program in all groups which should be concerned. Satisfactory cooperation should not be expected where understanding does not exist.

Implicit in the Inter-Agency Agreement, that the "War Food Administration shall have the responsibility for coordinating the activities of Federal agencies relating to the industrial feeding program," is the placing of responsibility upon the War Food Administration for developing understanding of the program. Furthermore, our assumption of the initiative in program development, makes it obligatory for us to acknowledge this responsibility. The mere definition of areas of disagreement or dissension does not comprise a satisfactory discharge of our obligation. Positive steps on our part toward making possible more complete collaboration are indicated.

The setting up of Inter-Agency Committees on Food for Workers, on national, regional and area levels represents a positive measure to promote understanding and cooperation. The memberships of the Committees on the national and regional levels is drawn entirely from cooperating Federal agencies. State and area Committees may include representatives of state and local agencies, management and labor organizations, and other non-governmental groups which can be of assistance. The Director, Office of Distribution, War Food Administration, is the Chairman of

the National Committee and Office of Distribution representatives function as chairmen of all regional and field committees. The regional directors of food distribution have been directed to take the initiative in creating Inter-Agency Committees wherever their establishment can aid the program. Office of Distribution Supervisors take steps to form Committees in their states or areas only after specific authorization from the Regional Director.

The Inter-Agency Committee in Washington recommends and advises on over-all policies affecting development of the program. Meetings are called by the chairman at the request of any member agency or, in lieu of such a request, whenever he considers it necessary or desirable. The member agencies have arrived at an understanding regarding objectives and respective responsibilities. You have all received copies of these agreements (CFRB memoranda E-1, E-2 and E-2 supplements 1, 2, and 3), so I shall not discuss them in their entirety at this time. A few pertinent points in relation to our functions can stand some reiteration. In addition to its responsibility for coordination and program development, the War Food Administration has accepted the following specific responsibilities:

- (1) Conduct a comprehensive program of nutrition education.
- (2) Determine food needs to meet physiological requirements.
- (3) Determine food service standards.
- (4) Consult with OPA on food rationing and price problems.
- (5) Make recommendations to WPB regarding requirements for materials, equipment and operating supplies. This shall be done with the assistance of the WPB, WMC, and the Maritime Commission.
- (6) Survey and make recommendations to war plants desiring assistance in the operation of industrial feeding programs.
- (7) Receive and review all applications, certifying them to WPB as to (a) need for the installations and (b) need for specific items for efficient operation.
- (8) Make recommendations to WMC regarding manpower requirements.

We provide a technical advisory service to management and labor. It is our job to recommend procedures and techniques for the satisfactory feeding of industrial workers and to assist industrial food services in solving problems of operation.

Our educational activities have been, and certainly should be, instrumental in gaining acceptance of the principle of adequate food service for industrial workers by management and labor. However, the procurement agencies (Army, Navy and Maritime Commission) and the Office of Labor Production of the War Production Board are the Federal agencies with direct responsibility for seeing that the recommendations of the War Food Administration, regarding the installation and operation of industrial food services, actually reach the stage of implementation. It is of the utmost importance that the Industrial Feeding Specialists and the Office of Distribution Supervisors keep this division of responsibilities clearly in mind and be guided by it.

The Inter-Agency Committees established in the Regions and the field are designed to assist in the development of procedures of operation; to iron out possible causes of friction between agencies operating in the area; to expedite the satisfactory solution of problems involving joint action of several agencies and to make it possible for the Office of Distribution Supervisor, or the Industrial Feeding Specialist, to maintain necessary operating contacts with the various agencies through a minimum number of individuals in each agency.

The regional and field Inter-Agency Committees are intended to be advisory, not operating groups. They should be called upon for assistance whenever any particular phase of the program needs clarification or general agreement before further action can be taken. It is not desirable that they be called upon to pass judgment on current or proposed activities not demanding general concurrence for successful implementation. Ordinarily the Office of Distribution Supervisor or the Industrial Feeding Specialist will clear operating problems directly with whatever agency is immediately involved, generally through the member of that agency who is its representative on the Inter-Agency Committee.

Not every state and area will find it necessary to establish an Inter-Agency Committee. We have no desire to see one created where there is not a demonstrated need. Inactive and unnecessary committees can be a major handicap to any operating program.

More specific points on inter-agency relationships will be brought out in subsequent talks upon particular operating problems. In closing, I would like to emphasize that our major contribution in the Industrial Feeding Program is a technical advisory service. Whether or not the program succeeds will depend, to a considerable degree, upon our adequacy in performing this function.



WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944

RESPONSIBILITIES OF THE INDUSTRIAL FEEDING SPECIALIST

Presented by

W. E. Broeg, Assistant Chief
Industrial Feeding Programs Division
Civilian Food Requirements Branch

The subject, "Responsibilities of the Industrial Feeding Specialist", represents the condensation of multitudinous tasks that must be performed by one individual.

Defining the responsibilities is one thing; assuming these responsibilities is another. One may know the definition of his responsibilities without ever assuming them. There may be a pretended assumption or a wholehearted assumption. It is evident that the wholehearted assumption pays the dividends in accomplishments for the program.

There is no doubt about the seriousness and magnitude of the responsibilities of the Industrial Feeding Specialists. It is hoped that through the material to follow, the wholehearted assumption of these responsibilities will be made easier. It is hoped, also, that through the printed material to be released regularly the execution of these responsibilities can be simplified.

A major responsibility of the Industrial Feeding Specialists is their responsibility to themselves and to each other. By their own right, established through training and background of experience, each and every Industrial Feeding Specialist is a technician who is entitled to his or her own individual idea of the correct approach to the solution of a given problem. The approach used by each individual will, no doubt, depend upon the most dominant phase in the individual's background.

The representative who is most interested in operations efficiency will seek a solution to a given problem through improvement in food handling, efficiency of the layout and similar operating phases.

The individual who has a strong nutrition background will favor the nutritional approach and will sell the idea of nutrition. It matters little what approach is used providing the results are satisfactory. The soundest approach in selling the individuals concerned is to embody a little of each of the important factors of nutrition, efficient food handling, the efficiency of operation, and the education of the workers to the value of sound nutrition.

The responsibility of the representative to himself and his fellow Industrial Feeding Specialists and the responsibility to the program is evident in every move made toward the satisfactory conclusion of a case.

Apparently it is desirable to have a standardized approach pattern and in making this possible, each field representative has a responsibility. This responsibility is the acceptance and execution of the policies and patterns that are established at Washington. The Industrial Feeding Specialists must adjust themselves to the national program so that there will be a degree of uniformity in the field operation.

The necessity of establishing fairly uniform methods of approach is increasingly evident. This is particularly true in territories where more than one Industrial Feeding Specialist are called upon to work together on a case or follow each other in handling special phases for which either might be particularly well equipped.

In such cases, the responsibility of working together for the good of the program becomes evident. There must be coordinated thinking and agreement on basic principles or embarrassment will surely occur through conflict of ideas and emotions.

To further elaborate on the responsibilities of the Industrial Feeding Specialists, the following is quoted from a memorandum to Regions on industrial feeding: "The Industrial Feeding Specialists are charged with the technical supervision of the Industrial Feeding Program within the region.

"These specialists are available to survey plants and advise management on the organization and operation of industrial food services and on the conduct of integrated nutrition education programs. They are responsible for advising on specific industrial feeding problems, e.g., facilities, food supply, food preparation and service, operations methods and personnel."

The Industrial Feeding Specialist is responsible for specific phases of community feeding conditions as they affect workers with particular reference to Federal Public Housing installations and community facilities frequented by workers in congested areas.

These units feeding workers represent parallel problems to the Industrial Feeding Specialist presented by in-plant feeding units. They deserve the same attention and the services to them will consist of pointing up efficiency in use of facilities, correct utilization of food supply to conserve nutrients and bulk, utilization and featuring of abundant foods with particular emphasis on correct preparation and portioning, advice on menus and recipes in relationship to nutrition and point budgeting, calling attention of Area Supervisors of shortages of non-rationed foods, and calling attention to the local nutrition committees

through the Area representative of any specific need of nutritional education for the workers and the workers' families.

An Industrial Feeding Specialist is also charged with the responsibility for close cooperation with the Inter-Agency Committee through the Area Supervisor. Responsibility in connection with coordinating recommendations of Labor-Management groups for feeding facilities and programs is an important part of the Industrial Feeding Specialists' duties.

Labor-Management problems, particularly those necessary preceding the actual survey by the Industrial Feeding Specialist, can be handled advantageously by the Area Supervisor. Labor-Management relationships can be best handled through the Office of Labor Production representatives who will make necessary arrangements for preliminary conferences and who will assist in coordinating activities of Labor-Management ideas preceding and following the entrance of the Industrial Feeding Specialist.

The Industrial Feeding Specialist also is charged with the responsibility of assisting the Area Supervisors and Regional staff in the handling of food distribution problems with relationship to the Industrial Feeding Program. Special emphasis should be given to the responsibility in connection with the handling of OPA problems. Industrial Feeding establishments must operate within the regulations and close cooperation with Area and Regional OPA officials is important.

The point system of rationing has imposed on the management of industrial feeding establishments the necessity of readjusting their mode of operation to conform with certain restrictions in food purchasing power. In many instances the adjustment either has not been made or has been poorly made so that industrial feeding establishments find themselves unable to operate within the OPA ration regulations.

The management of the industrial feeding establishment may then file an appeal with the Area or Regional OPA Ration Board for the purpose of obtaining additional ration points. If sufficient evidence is presented to justify granting additional points, the Regional or local Ration Board may do so as long as the adjustment requires no change in OPA regulations. In order to evaluate the evidence presented in the appeal, the Regional Ration Board may request the assistance of the Regional Industrial Feeding Specialist who will then make a survey of the operation in question. The Industrial Feeding Specialist will then make recommendations to the operator of the feeding establishment which will assist him in changing his operation more nearly to conform with ration regulations.

If it is the opinion of the Industrial Feeding Specialist that the feeding operation is wasteful with respect to the use of ration points, the Ration Board will be so advised and no additional points will be granted. Should the operation be well managed with economical use of ration points within the limit of adequate feeding, the Industrial Feeding Specialist will recommend the allotment of supplemental points.

Alternatively, the appeal for additional ration allowances may be made directly to the Regional Industrial Feeding Specialist. The procedure which is followed will then duplicate that described above.

There are some limitations to the degree of assistance which may be given at the Regional level. All decisions made in the Regions must conform to the interpretations of the published OPA regulations. When assistance requires a change in OPA policy, the Regional Industrial Feeding Specialist will submit his findings and recommendations to the Washington office for review.

The Washington staff of the Civilian Food Requirements Branch will confer with the Washington staff of the Institutional Users Branch of OPA to arrive at a satisfactory decision. If it is deemed necessary, representatives of both Washington staffs will meet with representatives of both regional staffs and with the management, labor, feeding contractor and other Government agencies concerned in order to discuss the problem and arrive at a satisfactory answer.

The institution of the point system of rationing imposed hardships on certain groups of individuals who have special dietary needs. It became evident that some adjustment in the institutional ration allowance for industrial feeding services providing meals for workers in heavy industries was necessary.

The Inter-Agency Committee on Food for Workers, recognizing the importance of this as an integral part of the industrial feeding program, delegated to the War Food Administration's Industrial Feeding Programs Division and the Food Needs Division the responsibility of determining the physiological requirements of industrial workers and of recommending to the Office of Price Administration the necessary adjustments in ration allowances.

Food consumption studies are made in certain industrial feeding establishments under the direction of the Technical Advisor to the Chief of the two Divisions concerned (Industrial Feeding and Food Needs) and with the direct participation and cooperation of the staff nutritionists. It is the responsibility of this task force to decide what groups of the industrial population require study, to arrange for an on-the-spot investigation and to outline the specific plans for conducting the study.

In every case where field studies are undertaken, one of the Industrial Feeding Specialists in the Region concerned is requested to take an active part in the investigation together with those who are assigned from the Washington staff. The information obtained during the course of the study is processed jointly by the Washington and Regional investigators. Because of the special type of technical information necessary for this type of work, and because of its time consuming nature, it has not been considered advisable to utilize the services of the Area Supervisors.

In some cases where information is desired rapidly and when it can be made available by methods other than direct study of food consumption, either the Regional Industrial Feeding Specialist or the nutritionist in the Washington office may be assigned without the other. In any case, the information is reviewed by the Washington technical staff.

The Washington staff then translates the data into a specific dietary pattern which satisfies the caloric and nutritive requirements of the group in question. This information is then transmitted to the Food Rationing Division of the Office of Price Administration where it serves as the basis for granting supplemental ration points to the industrial feeding service of the group concerned.

Through Area Supervisors, an efficient working relationship should be maintained with all of the members of the Inter-Agency Committees as well as State, Public Health and other groups in the Area and Region in which the Industrial Feeding Specialist operates.

Additional responsibilities are more completely covered in connection with special directives and memoranda affecting other Governmental agencies.

The Industrial Feeding Specialist holds a very strong position in the field. Material covered elsewhere indicates that because of the close contact maintained with plants and the importance of the Industrial Feeding Specialist, operating details of this program are channelled through the Industrial Feeding Specialist. By so doing, the program can be kept under control.

Equipment and food and the responsibilities of the Industrial Feeding Specialists are the present dominant phases of the industrial feeding program. These and other phases of the program will be covered more completely in subsequent talks with practical working examples.



RESPONSIBILITIES OF THE INDUSTRIAL FEEDING SPECIALIST

Regional job descriptions state that the Industrial Feeding Specialists shall have "A broad knowledge of the Industrial Feeding Program and the program objectives."

Appearing in the job descriptions are such terms as:

- "Intimate knowledge of mass feeding."
- "Ability to meet with industrialists."
- "Working closely with officials of plants, governmental agencies committees."
- "Knowledge of equipment, equipment layouts and use."
- "Executive ability."
- "Administrative ability."
- "Ability to judge efficiency of operation"
- "Knowledge of nutritional and physiological sufficiency of food."
- "The ability to speak before groups."
- "Makes written recommendations to management."
- "Personally contact labor leaders."
- "Persuade contractors to utilize foodstuffs properly."
- "To work closely with Marketing Reports Division on developing educational programs on Industrial Feeding for newspapers, magazines, plant publications and radio."
- "Work with Industrial Hygiene, U. S. Public Health Service and State Public Health."
- "Work with Nutrition Committees."
- "Work with labor, plant and other management committees."
- "Prepare canteen and cafeteria menus."
- "Secure maximum nutritious diet for workers."
- "Advise plant executives or community groups to bring about cooperation with management and educational groups."
- "Develop plans to fully utilize rationed food and keep within the rationing program."
- "Recommend dietitians for plants."
- "Inspect food service facilities."
- "Prepare proper descriptive reports."
- "Inter-Agency Responsibility."

In one job description for an Industrial Feeding Specialist, a line reads, "This person will specialize in the problems of large plants and industries and must be 'endowed' with a proven ability to promote effective in-plant feeding programs; it is required that the Industrial Feeding Specialist be a person with an established background of experience in modern mass feeding methods."

The subject, "Responsibilities of the Industrial Feeding Specialist," represents the condensation of multitudinous tasks that must be performed by one individual.



WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

SURVEY METHODS

Presented by

Charles P. Alcorn
Industrial Feeding Specialist
Midwest Region

Pre-survey Planning

It is difficult to develop a paper that is exclusively devoted to surveying methods and I, no doubt, will digress in many instances to illustrate why certain methods are employed to successfully perform a survey.

In pre-survey planning, many factors must be considered. It is relatively simple when a request for a survey is made by management or an industrial feeding contractor. In these instances it is only necessary to secure a letter from the management or caterer outlining the type of problem that exists with an explanation as to why the situation is urgent. In every instance it is always advisable to plan plant visits so that several contracts can be serviced during one trip in the field.

Frequently management will send a letter to the Office of Distribution and merely state that they wish to have a Representative visit the plant to assist with a problem. We have found it advisable to send a letter to the plant and request that it outline its problem and give us more information. It might be that their difficulties can be adjusted through correspondence. At any rate, it is necessary for us to know in our Regional office what type of problem confronts the plant so we might send our best equipped Representative to their plant.

Fortunately, in the Midwest Region we have a staff capable of handling almost any type of institution or industrial feeding problem. It is our practice to send the individual best trained on specific problems: e.g., if the problem is one of operations the most experienced operator would be assigned; if the problem is layout and/or equipment, the member or members of the staff with the best facilities background would be sent to handle the cases. Where the job is specifically educational, the person best suited to handle the educational phases of the program will be given the responsibility of the execution.

When the request originates in another government agency such as the War Production Board's Office of Civilian Requirements or the Office of

Labor Production, War Manpower Commission, Office of Price Administration or any other interested agency, we suggest that a Form FDA 677 be used. This gives us a brief background of pertinent data and will reduce the number of questions the Specialist must ask management when visiting a specified plant.

Since we operate only by invitation of management, in those instances in which other agencies request our assistance on a problem, we need to secure an invitation by one means or another. Many times the other government agencies can open the door by securing management acceptance, however, in some instances it is necessary for the Specialist to discuss the problem with management and sell it on the value of our service. Generally, industry resents any intervention by government agency representatives so that it is of prime importance to sell ourselves and our services when another agency has requested our entering into the picture.

The success of any recommendations to management depends on their being directed to a top official. It has been my experience that lesser officers in the plant are not as influential in carrying the report to the general manager as we might be if we were permitted a personal opportunity to present the subject and outline the general recommendations.

When the request for assistance comes from labor it is a difficult situation to present to management. Since we cannot enter a plant without invitation by management, it obviously is not going to permit us to enter if it believes we have conspired with labor and are merely labor's agents to collect data on any unsatisfactory condition in the plant to later be used against it. We have been most successful in the Midwest Region in routing these requests from labor through the Office of Labor Production, War Production Board. By so following this plan, we have secured the cooperation and official backing of the War Production Board representatives and in most instances, this is sufficient to gain management acceptance.

We must convince management that it is our intention to adjust and eliminate difficulties and not to create them. Our objective is to make available adequate food to workers with the ultimate objective of increasing war production through increased health and morale.

In the pre-survey planning it must be kept in mind which materials should be carried to the plant to assist them with their problems. In some instances it might mean Office of Price Administration forms. As a usual practice we do not carry WPBB forms but only information as to which forms should be used on specific items and advice on the priority regulations covering available food service equipment.

It is well to carry key educational materials when visiting plants, but it has been found impractical to carry a complete set of samples on all trips. It is wise to evaluate the needs of any particular trip before packing a brief case.

Some plant officials will occasionally request that we clear through the Personnel Security Offices of the Army or Navy before visiting the factory. This is particularly true in plants operating on extremely confidential contracts.

I have noted with interest in some regions close cooperation has been gained by our Regional staff from the various health departments and it has been wise to send a notification to them of any planned visit. I believe that a greater degree of cooperation and interest can be developed along these lines in the Midwest and other Regions.

Conduct of the Survey

The manner in which the survey is conducted depends on the type of problem. The following classification sums up the majority of problems received in the Midwest Regional Office.

- A. New facilities
- B. Expansion of inadequate facilities
- C. Food service operation
- D. Ration point problems (when plants are receiving inadequate allotments)
- E. Equipment utilization problems.

When new facilities are being planned it is advisable to consider the following factors:

- 1. Available factory space.
- 2. Length of lunch period.
- 3. Staggered lunch periods.
- 4. Area of plant buildings
- 5. Number of different buildings
- 6. Number of different levels on which workers are stationed.
- 7. Number of employees in plant and population by areas.
- 8. Facilities in neighborhood now available to plant workers.
- 9. Length and number of rest periods during shift.
- 10. Ventilation in production area.
- 11. Locker room facilities for both women and men operating food service.
- 12. Percentage of women workers.
- 13. Length of each shift.
- 14. Amount of overtime averaged by workers.
- 15. Policy of management toward food service.
- 16. Demands of labor group.
- 17. Probable managerial responsibility of service.
- 18. Purchasing power of workers.
- 19. Restrictions of Army or Navy contracting officers.
- 20. Possibility of building construction or expansion to accommodate facility.
- 21. Amount of present equipment available for use in developing suggested plan.
- 22. Traffic routes into plant premises.

23. Fire regulations and hazards.
24. Food and fuel requirements of workers. Type of work.
25. Plumbing requirements and nearest supply and outlet lines.
26. Possible use of production workers to assist in food sales and service.
27. Local labor market.
28. Cash available for project.

In order to secure information about some of these factors it is usually necessary to question personnel management, and also advisable to question representatives of labor to solicit their opinions. Industrial Feeding Specialists can use their own findings in determining the answers to many of these questions.

I have always found it advisable to request a qualified representative of management to accompany me on a thorough tour of the plant buildings and properties before any discussion is undertaken with plant officials. During a walk through the factory it is possible to observe space restrictions, ventilation, concentrations of workers, traffic problems, and possible space for new construction. When the survey is concerned primarily with the expansion of inadequate facilities it is necessary to determine what the probable volume of sales will be following the proposed expansion. A study of workers' habits, their incomes and community restaurants all are influences.

One must carefully observe the items of fixed equipment which can carry a heavier load and note those which will necessarily be replaced by larger units and those which will require additional units.

In some instances it might be advisable to completely change the pattern of food service in an expansion. The food service should be geared to the distribution of plant area population and a centralized or decentralized food service sufficient to service all workers should be recommended.

A survey of the food service operation will often require more time and study than the survey which only advises or recommends a specific type of facility. In the operational survey one must study in detail the following points:

1. The lay-out and adequacy of equipment.
2. The movement of food supplies into and out of the kitchen.
3. Storage and buying procedures, inventory, management.
4. Menu planning with consideration for rationing restrictions, and food needs of workers.
5. Food preparation (standardized recipes, portions, taste, appearance, time elapsing between preparation and serving of food.
6. Methods of service, personnel efficiency at counters or canteens, merchandising technique.
7. Dish and tray removal and clean-up of food service area.
8. Study of the amount of left-overs and their utilization in subsequent menus.

In addition to considering these major points of operation such details as the temperature of refrigerators, the temperature of food warmers and steam tables should also be checked. It has been a most satisfactory practice for the Industrial Feeding Specialist to carry a food thermometer when making any operational survey. This will enable the Specialist to make a more objective analysis of the serving or storage temperature of the food. It is far better to state that the soup was 140°F. than to merely indicate that the soup was hot. The thermometer technique will also enable the specialist to predict the possibility of food spoilage or bacterial development when food is to be held for several hours in warming cabinets or in insulated containers. It is advisable to check the temperature of cold foods when they are not properly iced. This will call management's attention to the fact that the milk has reached a temperature of 60° or 70° in some instances before sale to the workers.

Often it is found that little attention is paid to the dishwashing unit in many industrial Food services. This is probably due to labor difficulties and management has concerned itself primarily with food preparation. When dishwashing supervision has been slighted it is usually found that the equipment has not been satisfactorily cleaned or serviced recently. On some occasions I have seen the dishwashing machine functioning only 50 per cent efficiently. In one outstanding instance I found that there was no rinse water available in the machine because of local plant maintenance inefficiency.

The Public Health Bulletin #280 gives detailed information on Dishwashers operation on p. 32. The temperature of the water should be approximately 140° F. but not higher and in no case lower than 120° F. Rinse water temperature should be at least 170° F. No recommendations on sanitation should be made before they have been called to the attention of the Local Health Authority or Public Health representative. This is very important so that no conflicting statements will be made. The Local Health Department or Public Health Representative should be informed about conditions found and asked to inspect the plant.

When the Industrial Feeding Specialist has been summoned into the plant to assist with a ration point problem, it is advisable to call if convenient, at the district ration board where this plant's file might be held to secure accurate information concerning their present allotment. Often the plant is not completely familiar with their present point allotment and is rarely familiar with the facts and figures which were responsible for their original calculated base. After this information is on hand, one can talk more intelligently to the food service operator and know whether an appeal should be filed with the OPA for additional allotment or whether the present difficulty is being caused by improper or unintelligent point management and budgeting.

Survey Forms

The sixteen-page survey form originally developed by the Industrial Feeding Section is a most complete and comprehensive manner of securing information concerning any food service. The form does have a very

definite use when an operational study is to be made. However, it has been found in many instances in which a specific problem has been presented by management that it is not advisable to use this elaborate form when contacting a factory.

A one-page form has recently been developed by the Washington office. I think this form is sufficient for most of our purposes. Additional information could be recorded on the back of this one-page form to assist the Specialist in developing his recommendation. With few exceptions, industry presents detailed questionnaires and forms so that in the course of carefully guided conversation most of the information needed can be secured.

Presentation of Recommendations

It is advisable at all times to consider that the recommendations made to management may not be kept in strictest confidence and that there are many opportunities for the information to reach the hands of labor in the plant. Nothing should be stated in the recommendations that is an opinion which might create strife between management and labor. The approach should always be objective even when commenting on price and quality of food.

The Specialist should not disregard cost when making recommendations. Often plants will find it impractical or impossible to adopt elaborate recommendations which are the ideal solution to a feeding problem. At all times one must keep in mind that our objective is to provide adequate food by using only the minimum amount of critical materials to perform the job.

The outline covering the presentation of recommendations to management issued by the Civilian Food Requirements Branch is commendable and should be followed as nearly as possible. It has been our experience that the majority of recommendations are concerned with equipment and operations; these should be presented in such a manner that management, even without a food service education can interpret our suggestions.

When the recommendations are presented to management a letter of transmittal should be worded so that management can feel free to call on us for any follow-up assistance. It is our intention to present recommendations that will improve the food service and be within the realm of practicability.

It is far better to be conservative than too elaborate in recommending additional facilities. It is advisable, however, to inform management that proposed recommendations are based on minimum requirements and that under no condition should these recommended facilities be reduced in size.

Survey Follow-Up

Now that most of the regions have expanded Industrial Feeding staffs, it is far more practical for us to initiate an extensive follow-up on

every survey. The follow-up might include a visit to the plant a short time after the initial survey to assist management with the implementation of the recommendations. This contact should also provide the Specialist with an opportunity to review the situation again and determine if the recommendations given were most practical. A follow-up can be conducted by correspondence when the food service management is well informed of the content of the recommendations and when they have discussed their problems in detail with the Specialist. Considerable assistance can be granted by this follow-up correspondence, however, in most instances we can assume that our services were originally requested because plant management was seeking technical advice and if at all possible, the personal contact should be made to be certain that our recommendations are being or have been adopted. Follow-up can also be made in accordance with the utilization of the services of the Area Representative.

Our Regional office has recently developed a card file which is used to indicate when surveys are made and all follow-up assistance is noted, whether it is personal or by correspondence.

In Mr. Lowenthal's recent visit to the Chicago office, he discussed a card form which we believe is superior to the one we now use. We are hoping that it will be possible to duplicate this form in Washington and make it available for all Regional offices.

It must always be remembered that our objective is to feed the worker in an adequate and satisfactory manner. Regardless of what success we might believe our activities have attained, unless in the final analysis the workers are adequately fed, our contribution to the winning of the war will not be of value.



WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th, 26th, 1944
Washington, D. C.

WEST COAST SURVEY EXPLANATION

Presented by
Louis B. Peradotto
Administrative Officer
Western Region

GENERAL

Let us assume that we are in agreement on the minimum adequate essentials of food requirements, food facilities and food services for workers on the job so that they may be able to maintain productive efficiency. Our authorities will be the several industrial nutrition publications prepared by or for the Office of Distribution.

The Office of Distribution, Western Region, is concerned primarily with the Pacific Coast states of Washington, Oregon and California. One reason for emphasis on these states is the vital need for in-yard feeding in Pacific Coast shipyards, where we believe a successful introduction of in-plant feeding not only will assist shipbuilding and repair but likewise will expedite successful introduction of the program in other industries in the Western Region. Therefore, we would like you to picture the installation of a feeding program in a West Coast shipyard.

This shipyard is located in a congested area. It has been designed properly by engineers for production. This shipyard has all the necessary facilities, equipment, and space to achieve production goals. However, from the standpoint of human engineering, no provision was made for facilities for the worker. There are no in-yard feeding facilities to supply food for the energy requirements of the workers so they may be properly "energized" or "tooled up" to help maintain production levels.

This shipyard has a 24-hour population of 100,000 workers, composed of men and women, both white and negro. It has 52,000 workers on the day shift, 35,000 on the swing shift, and 13,000 on the graveyard shift. This is a privately owned shipyard under the jurisdiction of a government procurement agency. To make the problem more realistic, very recently, because of the stepped-up tempo of the South Pacific offensive, part of this shipyard has been converted from building to repairing ships.

As we said before, there are no feeding facilities or services within this shipyard. Furthermore, the workers are limited to one-half hour for the eating period. Facilities outside this yard are totally inadequate as to

the quality and quantity of food they can make available to workers. The hours of service of such establishments are not sufficient to serve all the workers. The distances to such eating places from the place of work are so great that only a few can make use of them. The majority of workers must eat their meal before or after work, or carry a home-packed lunch. In one way or another these facts are known to the general public, but there is a great deal more that is not known about this shipyard. Its management is reluctant to recognize the need for industrial feeding despite the fact that its labor turnover, its absenteeism, its rate of accidents are all of such proportion and so chronic that there is a definite need for a remedy. This company has no labor-management organization and its management maintains relationships with its workers solely through the craft unions represented in the shipyard.

In an attempt to solve its problems this company has symptomatically tried for a solution. It has supplied some transportation by providing various types of common carriers. It has gone so far as to build homes for some of its workers, and has established several food stores in the vicinity of its housing project. Nevertheless its labor turnover, its absenteeism, and its rate of accidents have not decreased--they are still the same! You will notice that we have said nothing of the morale factor.

Finally, the management of this shipyard admits that manpower is one of its most serious problems. With the increased recruitment of men for the armed forces its production goals are gravely endangered. Yet, in view of all this, management still is reluctant to admit the possibility that in-yard feeding will help to solve its problems.

Labor, through its councils of allied unions, appreciating industrial feeding as a positive factor in the reduction of absenteeism, labor turnover, and other conditions that we have cited, requests the assistance of the Office of Distribution.

The Office of Distribution, Western Region, puts into operation what may be called the "West Coast plan". There are three phases to this plan:

1. Pre-survey
2. Survey
3. Post-survey

The actual method of assistance is to team an administrative and a professional person. One reason for this teaming is that it is recognized there are few industrial feeding specialists available, and it is imperative that their professional time be used to the best advantage. It is also recognized that industrial feeding specialists often are not able at one and the same time to confer with labor and management, to carry on liaison duties with the various government agencies involved, and to complete the multitude of detailed tasks incidental to giving assistance to a company.

Pre-Survey Phase

The administrative staff member whom we consider an administrative consultant, upon receipt of a written request from labor, immediately communicates with the regional labor consultant of the Office of Labor Production, War Production Board, and acquaints the WPB representative with all the facts he has obtained on a preliminary basis from both labor and management. The WPB representative requests labor and management to meet at the conference table. There, both management and labor are advised of the objectives of the Industrial Feeding Program, the responsibilities that management has, the responsibilities that labor has, and the part that the Office of Distribution plays in the program. The Office of Distribution representative obtains a statement of the wishes of labor and management and, wherever possible, attempts to resolve conflicting management-labor objectives into a unified proposal.

Assuming the WPB representative persuades management that a survey of the shipyard should be made, the OD representative arranges for the actual survey and, whenever possible, obtains:*

- a. Detailed layouts of the shipyard;
- b. Detailed population figures and their distribution in the various areas of the shipyard; and
- c. A statement of production schedules.

It has been found that such information, when made available to the industrial feeding specialist before he makes the actual study of the shipyard, gives him an opportunity to visualize better the shipyard requirements.

Population figures should be for the following:

1. Total for the yard or yards of the company being surveyed.
(In this instance we are assuming this company has four yards in one locale.)
2. Figures should also be obtained for the population of each yard by: (1) day shift; (2) swing shift; and (3) graveyard shift.
3. Whenever possible, population figures should be provided for each phase of ship fabrication, assembly, and the surrounding areas.

*If there are existing feeding facilities, blueprints of such facilities, together with an inventory of feeding equipment and the number and classification of kitchen and serving personnel should be obtained.

Care should be taken that the populations, by shift, of each of the following are obtained:

Administrative offices	
Assembly platforms (number of workers varies from day to day on each hull)	Overflow warehouses
Basins	Paint shops
Boats	Pipe shop
Craft sheds	Pipe welding
	Plant maintenance
Cribs	Pre-fabrication buildings
Electric shop	Rigging lofts
Fitting loft	Scrap accumulation
Fitting warehouse	Sheet metal shops
Forge	Shipways
General Stores	Steel storage
Machine shops	Sub-contractors
Miscellaneous shops	Transportation building
Mold loft	Yard office
Outfitting docks	

The Survey Phase

It is preferred that the industrial feeding specialist make the actual survey of a shipyard unaccompanied by other governmental officials. The delegation type of study may lead to criticism and very often little can be accomplished. However, it is highly desirable that the engineering department of the company assign one of its personnel familiar with the production schedule and population centers to assist the industrial feeding specialist.

The industrial feeding specialist should check carefully any population figures supplied to him prior to his survey against the actual shipyard population. When no figures have been made available, the industrial feeding specialist will obtain them from the area checking stations. Area by area, building by building, hull by hull, this specialist will determine the number of workers, for these figures will be the basis of the location and type of units that he will recommend. In the course of his survey he will take into consideration new yard facilities which will require more workers, whether such facilities are actually in the process of completion or proposed for the near future.

He will emphasize the number of day shift workers and where they are located, because it is these figures that will be the basis for the planning of the central kitchen.

Wherever space is available and the worker population warrants it, the

industrial feeding specialist will adapt one of the patterned fast-feed-line food dispensing units as set forth in "War Plant Feeding Service". Where space is available the industrial feeding specialist will consider not only the patterned unit but an attached kitchen in which the final food preparation will be completed.

While permanent facilities are always preferred, it is recognized that mobile units are the only alternative, particularly where space is limited or where population concentrations are not static enough to justify the permanent food unit. In such cases the industrial feeding specialist determines where mobile units can be used to best advantage.

In deciding the type and site of the central kitchen the industrial feeding specialist is governed by certain factors. The location should be easily accessible to food delivery and the transportation of food to the dispensing units. Once the site has been selected the next consideration is the amount of space required for the building or buildings. This in turn is determined by a figure representing sixty percent of the total number of the day shift workers and whether or not the individual permanent food dispensing units have sufficient space to include a kitchen for final food preparation. If the individual food dispensing units have the space to include final food preparation kitchens, the central kitchen will be designed as a commissary type wherein all the precooking phases of food preparation are completed, such as the cleaning of vegetables, the cutting of meat, etc.

If sufficient space for each permanent food dispensing unit is not available the industrial feeding specialist will determine the requirements for a centralized kitchen in which all the food is prepared and cooked. In planning either type of central kitchen, the industrial feeding specialist will keep in mind food storage space, food preparation space, space for storing, filling, and cleaning insulated food containers, and an adequate area for units used to transport food to food dispensing units.

Post-Survey Phase

When the physical survey of the yard has been completed, the team of the administrative and professional Office of Distribution representatives again complement each other by jointly analyzing the data. This is so that recommendations may be prepared properly from a technical standpoint and that administratively the various recommendations will conform to established policies and directives.

The first and most important matter that the recommendations should consider is the wishes of labor and management. Insofar as is possible, the recommendations will be shaped to common management-labor objectives.

Another consideration will be to see that the recommendations are in accordance with master contracts. Thus the industrial feeding specialist will provide adequate food dispensing units so located that any worker

may leave his work station, go to the food dispensing unit, obtain and eat his meal, and return to his work station within the allotted time. This is important to aid in reducing "whistle jumping".

Recommendations always must be in accordance with company rules. When a company doesn't permit employees to leave the yard during the eating period, the recommendations should not provide for food dispensing units outside the shipyard.

The required number and type of food dispensing units with their respective seating capacities and the locations of each unit are identified and keyed on the lay-out of the shipyard as well as described in the recommendations. In the case of mobile units it is suggested that the area occupied by the mobile unit during the serving period be designated by painted lines to preclude the use of such space for temporary storage or working areas.

Due consideration is given to shelter and seating wherever possible, particularly where mobile units are suggested.

Space and the size and type of food dispensing unit determine whether the described central kitchen is one in which all the food is prepared or the commissary type where there is only preliminary food preparation.

Consideration is given to the number of specially designed trucks to transport food in insulated food containers from the central kitchen to the various food dispensing units.

The requirements for garage space and a maintenance shop for delivery trucks and mobile units are provided also.

The number and various classifications of necessary kitchen and serving personnel are given.

In preparing the inventory of kitchen and serving equipment, the industrial feeding specialist bases his figures on sixty percent of the day shift worker population, the number of facilities, and the number of shifts each unit serves. It is very important that materials be conserved and that a unit serving food for only one shift should not be equipped to serve three shifts.

Lastly, in forming the recommendations the minimum State and local health and sanitation regulations are reviewed to see that all proposed recommendations are in conformity. The recommendations should be at least:

1. Adequate facilities for effective sanitization of eating utensils, the three alternatives (in order of preference) in this respect being:

- a. Machine-type dishwashers.

- b. Hand washing followed by heat disinfection and air drying.
 - c. Hand washing followed by chlorine disinfection and air drying or drying with clean-laundored dish towels.
2. Eating utensils of good quality, free from cracks, chips, or flaws in plated surface.

(We consider it doubtful whether utensils supplied by the individual workers would meet these requirements, and further feel that utensils supplied by individual workers would probably be of second grade, easily broken; and would require early replacement.)

3. The supervision of the dishwashing and disinfection procedures by a responsible person, who should be thoroughly informed as to the requirements of the job.

The actual recommendations should establish that:

Need

1. There is a need for feeding facilities.
2. Not only are there no adequate in-yard feeding facilities but this is likewise true in the area immediately adjacent to the shipyard.
3. If there are such facilities the distance is so great and the eating period is so limited as to preclude the use by workers of such facilities.

Food

1. 35% to 40% of the daily nutrient requirements should be supplied to the workers in their mid-shift meal.
2. The food should be of the best quality available.
3. The meal for the worker should include a choice of two entrees, a soup, salad, bread and butter, beverage and dessert, all at one reasonable price.
4. Menus should be planned and supervised by a nutritionist.
5. Experienced chefs should supervise the preparation of food by competent cooks.
6. Principles of food conservation should be practiced at all times.
7. Wherever possible advantage should be taken of locally abundant foods.

Facilities

1. A description of the number, type and location of food dispensing units and a description of the type of central kitchen and its location should be provided.
2. Inventories of necessary equipment should be supplied.

Personnel

1. Personnel requirements for food preparation and food serving should be listed.

It should be emphasized that before detailed plans for the construction of the kitchen and each of the units recommended are drawn, it is essential that representatives of labor and management come to a definite agreement on an overall plan. In connection with such a meeting, the Office of Distribution should indicate its willingness to be present to clarify technical phases of the recommendations.

In the final part of the recommendations it should be indicated that when an agreement on the general plan has been reached management should call in such contractors as they may desire, requesting them to prepare detailed plans within the structure of the recommendations of the Office of Distribution. The company should be requested to supply the Office of Distribution with the names of such contractors and equipment companies preparing detailed plans, so that the Office of Distribution may work with these contractors and companies to keep such blueprints and equipment within the limitations of the national policy of conservation of critical materials and operating labor. It should be pointed out in this connection that this will permit the Office of Distribution to make recommendations for priorities to the War Production Board without the delays which might be occasioned by the necessity for making changes in the detailed plans.

Finally, management should be advised to whom copies of the recommendations are being sent.

Copies of the recommendations should be sent not only to management and labor, but to the State Health Department to be reviewed in order that they may conform with health and sanitation laws. Copies of the recommendations should also be sent to the government procurement agency concerned, to other interested government agencies, and the local Nutrition in Industry Committee.

CONCLUSION

The technique we have outlined has proved to be an effective method of solving industrial feeding problems on the Pacific Coast. We do not claim that it is the only procedure for all cases or locales. It is simply a method we have found successful, based on our experiences and the ability of our professional and administrative personnel to work closely together.

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24 - 26, 1944
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FOOD RATIONING AND THE INDUSTRIAL FEEDING PROGRAM

Presented by

Kris P. Bemis
Chief, Institutional Users Branch
Office of Price Administration

Since you are all concerned with the operation of industrial feeding, and since a significant part of that program at present is the allocation of rationed foods, it is pertinent to discuss in some detail the way in which food rationing by the Office of Price Administration has been adjusted to the needs of on-the-job feeding operations.

While most of us here are accustomed to thinking of food rationing in terms of Washington and the branch offices, we must remember that the actual job of granting allotments is carried on by approximately 5500 War Price and Rationing Boards. These Boards are administered by volunteer members, all of whom are patriotic citizens selected from the community in which the board works. Assisted by additional volunteers on Food Panels, these people interpret and apply food rationing regulations, and also hear and adjust complaints in hardship cases, referring decisions to higher authorities where necessary.

The actual clerical and detail work of issuing food allotments is done by the paid clerical staff of the rationing board, assisted in many cases by additional volunteers. This clerical staff, in a typical ration board, has to receive and deal with the public in the rationing of gas, fuel oil, tires, automobiles, shoes, etc., besides handling the food rationing program with its impact upon consumers, retailers, wholesalers and institutional users. I think it can be appreciated, that it is a physical impossibility to expect new procedures and methods to be prepared, understood, and placed in operation without a reasonable length of time for instruction and understanding; therefore, such time must be provided for in all cases, to insure proper administration.

These 5500 ration boards are supervised by approximately 100 District Offices, which in turn are directed by 8 Regional Offices. It has taken some time to secure and train an average of one food rationing executive for each District Office. The institutional part of the program, along with industrial feeding, is only a part of his work. He must be an authority on the meat rationing order, the processed food order, the sugar order and the regulations covering ration books with all the involved relationships focussing upon community life.

For a little more than a year all establishments making an institutional use of food have been rationed under General Ration Order #5. The fundamental principle of this order is that the hotel, restaurant or similar institutional user is restricted relative to the consumer served, rather than the business itself. Con-

sequently, the ration of each establishment is based upon the quantity of rationed foods it used per person during a selected period before rationing. This was December 1942 if the operator was in business then, and if not, a designated period thereafter. However, if the use of rationed food per person in the base period exceeded a ceiling limit which was established and which bears a relation to the limit placed upon consumers in their ration books, then the ceiling factor governs and historical usage is reduced to that level.

Allotments of rationed foods are granted for two months at a time. Once the user's base has been established, figured from a percentage of his historical use or the persons served at the ceiling factor, whichever was lower, the allotment for any period is figured from this base and the number of persons served in the preceding period, restricted in some cases by dollar volume in order that allotments may not be increased because of increased prices.

Originally, an allotment of rationed food was granted for every person served and this included refreshments and alcoholic beverages. Effective March 1st, 1944, this has been changed so that allotments are now issued upon the basis of the number of persons served food, with an additional quantity for refreshments served, based upon the quantity of food actually used in the base period for that purpose. May I observe in passing that this required a revision of the base on the original registration of practically every one of the 400,000 institutional users in the United States. It was a tremendous job. It took the War Price and Rationing Boards over six weeks to do it and required a course of instruction from the Regional and District Offices extending over at least a three months' period. As a result, ration boards are now becoming familiar with the issuance of food allotments on the new basis, granting rations every sixty days to institutional users, computed from the figures of persons served and dollar volume, furnished by the user for the preceding two months. It is a radical change in the program and great credit is due the ration boards for the manner in which they have mastered the job.

Institutional rationing, as originally established, provided for a uniform base for all Group III users, which took in practically all in-plant feeding. It soon became apparent, by reason of occupational needs, that a start towards differential rationing would eventually be made. Last July studies were begun by War Food Administration on the food needs of loggers in the Lake states and Pacific Northwest. At the same time OPA granted a temporary allotment of 185 points per month to loggers. (I might add that this contrasts with sixty points per month for consumers.)

At about the same time a slightly different form of differential rationing was set up for isolated users who did not have access to a normal supply of non-rationed foods. This is not really nutritional supplementation, but is necessary where fruits, vegetables, milk, eggs, poultry and some other products are only partially available because of isolated conditions.

The next step toward differential rationing was the establishment of definite factors per person for school lunch programs. This, of course, was necessary and reasonable because of the actual luncheon specifications set forth in WFA contracts.

In March of this year a preliminary allotment, equal to the ceiling factor of rationed foods for institutional users times four meals a day, was set up for the operators of floating craft on inland waterways and for deep sea fishermen. The studies necessary to establish those factors on a permanent basis are now being

made by your agency. The survey for loggers was completed and this occupational group has recently received a permanent ration of from 159 to 219 red points per man per month, depending on the availability of non-rationed substitutes.

At the time General Ration Order #5 was revised early this year, six groups of institutional users were set up. These are:

- I - The pooled book group.
- II - Institutions of involuntary confinement.
- III- Most commercial eating establishments.
- IV - Establishments operated by an employer or his employees, principally for the purpose of feeding those employees in connection with their work.
- V - Hospitals or other establishments principally engaged in the care and treatment of the sick.
- VI - An establishment operated at a school, child care center, children's camp, etc., where 75% or more of the services of food are to children 18 years or less.

While this was done to clear the way for the necessities of differential rationing in the future, the establishment of the groups does not mean that each group automatically qualifies for special treatment. In fact, within Group IV are some establishments that are not above the 3000 calorie category and are covered by the amounts granted for Group III users. However, Group IV is the classification in which most of the changes under differential rationing may be expected and it is here that loggers have already been taken care of.

When findings of nutritional needs are made by the War Food Administration, and translated into calories and then into ration points by OPA, they are made part of a ration board procedure under Group IV users in General Ration Order #5. Detailed information on the mechanics of working out the allotments for these users is transmitted to all War Price and Rationing Boards. The method used does not require recomputing the user's base, but does necessitate the handling of a special application from the registrant by the board. Therefore, probably 20,000 employees of OPA have to be taught how such allotments are figured. This, of course, requires adequate supervision and instruction by the Regional and District Organizations. This also emphasizes the absolute necessity for a clear definition of the exact nature of the work done by the persons to be fed within the category.

Ration boards are made up of ordinary people understanding ordinary language and there must be no confusion in their minds as to what groups are and are not entitled to special treatment under differential rationing.

I do not wish to imply, by outlining as I have the machinery of translating a nutritional standard into an allotment by a ration board, that the operating difficulties are insurmountable or necessarily serious. I do mean to show what they are, that they take time, and that they must be reckoned with.

There is a continuing need for close cooperation in the field among all agencies, contributing to the solution of on-the-job feeding problems. Therefore, it is most helpful when the functions of different branches of the government in this connection are talked over jointly and more clearly understood.

We feel it is necessary, where a civilian food allocation has to be distributed fairly to all claimants, and the responsibility for doing this rests squarely upon an Agency, that a program such as this be entered upon with a reliable forecast of things to come. How many workers, in all, is it proposed to feed with an increased allotment of rationed food? Are the occupations well defined? What are the limits of the program--when do you stop and say to a claimant group, "You must continue on the basic ration without increase," and tell them why? How much rationed food is this program going to cost and where does it come from? Whose allotment, if any, is to be cut to provide it? Are you prepared with the facts to generate public acceptance?

We must also remember that differential rations may stir up jealousies and perhaps even class antagonism among our people--the old principle of "envying the Jones" magnified. It therefore behooves us to move cautiously and to remember also that our justification for special industrial worker rations is considerably weakened by the embarrassing fact that war production has progressed since 1941 without such "Premiums" being established on a national basis. Likewise, the present liberalization of ration point values eliminates much of the anxiety about special dietary needs. Also, the great democratic basis of OPA food rationing--neighbor rationing neighbor--with its timely and sympathetic understanding of deserving needs at the local level has sometimes permitted relief even before the regulations were amended. Apparently, our grass roots board "army" of realistic, as well as patriotic citizens, had stepped in where WPA and OPA feared to tread". Further proof of this developed in one of the Inter-Agency Committee meetings where a representative of one of the great labor organizations realistically stated he had no complaints.

Without adequate preparation and a clear understanding of what is to be undertaken, serious consequences in a food rationing program are to be expected. They can be avoided, or at least minimized, to the degree that painstaking care in planning permits a clear view of the objective.

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Industrial Feeding Programs Division

Industrial Feeding Training Conference
April 24 - 26, 1944
Washington, D.C.

RELATIONSHIP OF WAR MANPOWER COMMISSION TO THE INDUSTRIAL
FEEDING PROGRAM

Presented by
Rhea Radin, Chief
Plant and Community Services Section
War Manpower Commission

I. Responsibility of War Manpower Commission for Industrial Feeding

The War Manpower Commission under its Executive Order 9139 is responsible for (1) the mobilization and (2) the maximum utilization of manpower for the war effort.

1. During the initial phases of the program, when there was still a large pool of labor from which to draw, the War Manpower Commission program concentrated on
 - (a). Staffing war plants as quickly as possible; and
 - (b). Placing workers as well as possible.
2. At the present time, with few labor reserves remaining, increasing emphasis must be placed on maximum utilization of workers already employed and on retention of workers in the labor market. The present War Manpower Commission program, therefore, is emphasizing,
 - (a). Methods to be used to obtain full utilization of manpower; and
 - (b). Programs to determine and eradicate the causes of absenteeism and turnover.
3. There are many factors which influence the worker's productivity, his job performance, his job attendance and his job retention. Of these, not the least important are those services and facilities in the plant and in the community which are needed by the workers to enable them to remain on the job and to perform efficiently. Because of this relationship of working and living conditions to the effective utilization of labor, the War Manpower Commission recognizes its responsibility to assist in securing the necessary in-plant and community services.

II. Feeding Problems Affecting the Utilization of Manpower

In the discharge of this responsibility, the War Manpower Commission has encountered two main problems in relation to the feeding of war workers.

1. Rationing problems.

When meat rationing first became effective, the War Manpower Commission encountered considerable difficulty in retaining labor in certain industries, particularly the lumber industry, because of the limitation set by rationing on the amount of meat that could be consumed by workers employed in such activities as logging. Similar problems arose in other occupations, and therefore the War Manpower Commission became vitally concerned with any plans to adjust ration allotments for certain heavy occupations.

2. Industrial feeding.

The rapid expansions of many production facilities without a corresponding expansion of facilities for feeding workers, and the increasing dependence of workers on eating facilities away from the home due to rationing problems, crowded living conditions, and the isolated locations of many war plants, emphasized the need for in-plant feeding. Lack of adequate eating facilities began to appear as an important cause of turnover in some instances; in other cases, reduced efficiency and absence rates were found to be directly traceable to the need for in-plant feeding. An analysis of plant surveys made by the War Manpower Commission during the last year indicates that in at least 10 per cent of the plants, present facilities are so inadequate that this is considered one of the acute problems limiting the effectiveness of the employees.

Because of this relationship of industrial feeding to the utilization of manpower, the War Manpower Commission takes an active interest in the development of a program to secure adequate feeding facilities for war workers.

III. Participation of the War Manpower Commission in the Industrial Feeding Program

The War Manpower Commission can assist in the Industrial Feeding Program in three main ways: (1) through finding war plants where industrial feeding facilities are needed, (2) through giving assistance in the recruitment and stabilization of personnel in industrial feeding facilities, and (3) through assisting in training personnel for such facilities.

1870-1871
The first year of the war was a year of great suffering and distress to the people of the South. The Union army had taken possession of the city of Richmond, and the people were in a state of panic and confusion.

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(1) Determination of need for in-plant feeding.

The Utilization Consultants attached to the Area and State Offices of the War Manpower Commission visit plants in order to assist management in obtaining fuller utilization of their personnel. During the course of this survey, the Consultant spots problems affecting the efficiency of workers, makes recommendations to management on ways of improving plant practices and working conditions, and helps management in securing facilities found necessary. As part of this survey, the Consultant:

- (a). Evaluates the adequacy of in-plant feeding facilities;
- (b). Interprets the need of such facilities to management;
- (c). Obtains management's approval for requesting assistance from the War Food Administration; and
- (d). Informs the Industrial Feeding Specialist of the War Food Administration of the need for assistance.

(2) Recruitment and stabilization of personnel in industrial feeding establishments.

When an in-plant feeding facility is found necessary in any war plant, the War Manpower Commission, through the Area Manpower Office, can assist by:

- (a). Designating the facility as "locally needed" so that personnel within the facilities are classified as essential war workers and given the same protection as those employed in direct war activities;
- (b). Referring personnel to such employment through the local employment offices;
- (c). Developing recruitment campaigns for personnel.

(3) Training of personnel.

On the recommendation of the War Food Administration representative, the War Manpower Commission through its local Training Representative will assist a necessary in-plant feeding establishment in

- (a). Setting up training courses for supervisory personnel through the Training Within Industry program;
- (b). Referring operating personnel to the appropriate local training courses.

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944

PERSONNEL TRAINING PROGRAMS

Outline of talk presented by

John B. Pope, Agent
U. S. Office of Education

Educational facilities are available to those engaged in industrial feeding. This talk is intended to point out (1) possible services which may be rendered, (2) the educational organization through which the services are rendered, (3) to whom requests for information should be directed, (4) suggestions on joint projects between the representatives of the industrial feeding program and education.

I Possible Services to the Industrial Feeding Program Through Local, State, and Federal Educational Facilities

A. General Education Division (U. S. Office of Education)

1. Through use of facilities of the Office, create a general realization of the importance and need of proper feeding in industrial areas. Give special emphasis in health education and in elementary and secondary education.
2. Cooperate in production and distribution of educational material dealing with industrial feeding.
3. Encourage consideration of proper feeding in industrial areas through summer schools for teachers from those areas.

B. Vocational Education Division, U. S. Office of Education and State and Local Vocational Services.

1. Home Economics Service

- a. Through agencies on all levels, bring to homemakers in industrial areas the story of a proper diet.
- b. Teach good nutritional practices to junior and senior high school students, and to adults.
- c. Aid in nutritional programs and cooperate in the preparation of training materials, particularly short courses in nutrition, health, and personal living to parallel the training of defense workers.

- d. Provide courses and consultation in institutional management for workers in industrial feeding.

2. Distributive Education Service

- a. Conduct training for persons on managerial or supervisory level in such courses as job instruction, human relations, supervision, and record keeping.
- b. Conduct training courses for waitresses and others serving in a "merchandising" capacity.
- c. Cooperate in preparation of training materials comparable to "Training Restaurant Sales Personnel", in such fields as record keeping, managerial practices, and sanitation.
- d. Through local food stores in industrial centers and through national food dealers associations, encourage education of workers in proper and sufficient feeding both at home and in plants.

3. Industrial Education Service

- a. Train cooks and other trade workers engaged in plant feeding.
- b. Emphasize the importance of sound dietary practices in classes for industrial workers.
- c. Train kitchen supervisors and other trade foremen in job instruction and supervision.

4. Agricultural Education

- a. Encourage farmers and truck growers near industrial areas to produce foods most needed in that area.
- b. Train farmers in packaging and handling their products in the most satisfactory manner for use in industrial feeding concessions.

II. Organization of Educational Facilities

A. U. S. Office of Education

- 1. General Division
- 2. Vocational Division

- a. Administers allotments of Federal funds to States through four field agents in each Service, i.e., Agricultural, Distributive, Home Economics, and Industrial Education.
- b. Advises on ways and means of strengthening the various vocational education programs in the States.
- c. Advises with trade associations, employee organizations and other types of organizations on vocational training programs.
- d. Conducts research and prepares teacher training materials.
- e. Promotes interest and active participation in vocational education programs in States.

B. State Boards for Vocational Education

1. Through a State director and supervisors in the four major fields of vocational education, carries out the same activities in States that the U. S. Office of Education (Vocational Division) carries out in the nation.
2. Conducts in-service and college teacher training programs for vocational teachers.
3. Furnishes to local communities specialized supervision of vocational training programs.
4. Through the use of traveling teachers attached to the staff of State educational institutions, conducts training programs on an itinerate basis either in circuits or in diverse communities.

C. Local Board of Education

1. Through a local director and/or one or more supervisors, coordinators, or teachers carries out in the local vocational education program activities similar to those the State carries out in the State.
2. Finds needs for vocational training and promotes programs to meet the need.
3. Employs vocational teachers, pays their salary and travel accounts, and supervises instruction.

III. How to Get the Service

A. For general educational aid write

The State Superintendent of Public Instruction,
State Department of Education, in the capital
city of your State.

B. For aid from vocational services write

General: State Director of Vocational Education

Home Economics: State Supervisor of Home Economics
Education

Business: State Supervisor of Distributive Education

Industrial: State Supervisor of Trade and Industrial
Education

Agriculture: State Supervisor of Agricultural Education

Address of Each: State Department of Education in
the capital city of your State.

IV. Suggestions on Cooperation between Agencies:

In order that the gains made in industrial feeding during the war may not be lost, the War Food Administration and educational agencies on all levels should cooperate through

1. Joint conference between supervisors of programs and educational supervisors.
2. Preparation of joint bulletins related to industrial feeding.
3. Research projects on the progress nutrition education has made of industrial workers during the war.
4. Use of training facilities of vocational education in forwarding the industrial feeding program.

WAR FOOD ADMINISTRATION

Office of Distribution

Civilian Food Requirements Branch

Industrial Feeding Programs Division

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Washington, D. C.

RELATIONSHIPS WITH LABOR AND LABOR ORGANIZATIONS

Presented by

Wesley A. Carter, Chief

Civilian Food Requirements Division

Western Region

I feel very much complimented because I've been invited to discuss our relationships with Labor and labor organizations. We all realize that when Government enters a situation where Labor and Management are not in entire agreement, Government is "sticking its neck out", and unless careful consideration is given to our handling of the problem, we may easily place ourselves in such a position as to jeopardize our effectiveness in the entire program.

We, as representatives of the Government, must be entirely objective in our thinking, keeping in mind that the primary purpose of our whole Industrial Feeding program is to increase production. We propose to increase production by making our workers more efficient and by keeping them on the job more regularly through adequate in-plant feeding.

If we can convince Management that in-plant feeding will have this effect and that it is practical, we should have little difficulty in getting the cooperation of Management since Management is usually susceptible to anything which will bring about a higher production per manhour. Since the final result of our program must depend on its effect on workers in our industries, our relationship with Labor and labor organizations may well be the most important single influence determining our success or failure.

Our role in the Industrial Feeding program is that of consultant,--consultant to Labor, consultant to Management, consultant to all agencies or groups who are interested in eliminating the lost production that is brought about by a lack of adequate food for the workers. We must have the full cooperation of both Labor and Management if we are to succeed, and through our relationships with Labor and with Management we must bring them to realize the advantages of such a program and, equally important, the responsibilities which must be assumed by each.

In our relationships with Labor, we must also avoid any action which will lay us open to charges by Management that we are labor-agitators; that we are retarding war production by promoting the dissatisfaction of workers with existing conditions. I'm sure that we have all learned by experience that that is true. There has been considerable criticism of and by both Labor and Management. Labor leaders are frequently charged with being agitators, with demanding impractical and impossible working conditions. Management is repeatedly charged with stalling, with a lack of interest in the welfare of their workers. Either side could make out a very good case for their criticism of the other.

However, the improvement of working conditions in our industries has always been the subject of negotiation between Labor and Management with each side asking a great deal more than they expected to get. Some place between the two extremes, they usually get together. It's very easy to let our sympathy sway one way or the other. Some of us may be inclined to favor Management's view; some of us to favor Labor's original demands. It seems to me that our path is very clear. There is outlined in the President's letter an In-Plant Feeding program including shelter and seating, and this must be our objective.

Now we know, Labor knows and Management knows that it is not possible to reach this ideal in all plants and yards. We, acting as consultants, must aid Management and Labor in determining the facilities which can be made available, and these facilities should be as near the ideal as the geography of the plant and the population distribution within the plant will permit. In-plant feeding is receiving a lot of attention by all labor organizations throughout the country. When we have that sort of condition, it is inevitable that there will be considerable rivalry between various labor organizations. Frequently a particular labor organization in a community will start working on the program ahead of other labor organizations, and they feel that all credit for accomplishment should be theirs. In spite of the fact that the whole program can be of great benefit to all workers, there is sometimes resentment when other organizations start an active campaign to bring about the desired results.

That is perfectly natural because our labor leaders want their organizations to feel that they are alive and are on the job and are doing something definite for the welfare of their members and for all of Labor, and they want to be able to say, "See what we have done." This emphasizes the necessity that we maintain a position of strict neutrality and that we keep in mind the fact that we as a governmental agency are the employees of all citizens and that in this particular program we have a responsibility to every American whether he be in a labor organization, whether he be in Management, or whether he be a part of some governmental organization.

Our labor relations problems fall naturally into two distinct types, - first, where a progressive management and their employees are both anxious that there be adequate in-plant feeding. This is an ideal situation. When there is this sort of a meeting of the minds, then we can have our technicians survey the plant and lay out a general plan of operation, such a plan of course being as near to the ideal as is possible under the particular conditions. The next step is acceptance of this plan in principle by Management and by Labor, and we have found Labor extremely reasonable. Where we have been able to show them that the plan submitted is the best that the plant or yard layout will permit, their acceptance has been universal. I'll give an example of this later.

The second type of problem is the type that causes us a great deal of trouble and is the most dangerous to our labor relations. I'm speaking of the operation where Management is either indifferent or secretly or openly opposed to feeding workers on the job. Where there is open opposition, it is usually based on such grounds as:

In-plant feeding promotes "whistle-jumping;"

There is no room in our plant for feeding facilities;

If we make feeding facilities available, the next step will be that Labor will want free meals.

We have been requested by labor organizations for assistance in bringing about in-plant feeding facilities under just such conditions. We give all credit for such progress as we have made in this type of case to the Office of Labor Production of the War Production Board.

Our first step, under such conditions, is to discuss the matter with their representative, and he has usually been successful in arranging a meeting with representatives of Management and representatives of Labor, with his office and our office participating. Such meetings usually clarify the atmosphere.

Management is assured that Labor is not asking something that is impossible and that what they are asking is for the good of our war production. They are also usually convinced that Labor is willing to accept their responsibilities and among Labor's responsibilities is to see that there is no whistle-jumping, to see that feeding facilities are not used as loafing places, to see that breakage of serviceware is kept at a minimum. Management also gets a little different picture of the workers' demands. Frequently they have been assuming that the worker wanted a big cafeteria set-up with just as wide a selection of foods as is found in our largest commercial cafeterias.

When we suggest that entrees be kept at a maximum of two, and emphasize the fact that it is food -- not frills -- that the workers want, Management is inclined to take a little different view and to revise their previous closed-mind attitude. At such meetings we have also been able to gain the confidence of both Labor and Management, and when we have that sort of condition we have nothing to worry about in our labor relations.

I do not think that we in the Office of Distribution should attempt directly to arrange such meetings. When we do, Management thinks of us in terms of representatives of Labor and because we are able to accomplish so little in that role, Labor immediately feels that we are falling down on the job. I'm sure that the Office of Labor Production of the War Production Board frequently has the assistance of Management's representative in the War Production Board and of the War Manpower Commission in arranging the initial meetings such as I have described.

Now I know that in many cases labor representatives have talked to Management about the problem. Sometimes they have made progress, often they have made none, and the success of the type of initial step I've outlined may depend on how well we impress both sides with the fact that we are starting with a clean slate; that all the extravagant demands and all the closed-mind attitudes are out the window.

I can't stress too much the importance of the War Production Board's Office of Labor Production. If we are to make progress, all governmental agencies, as well as Labor and Management, must work as a team, and that team - at least in the Western Region - would be like a ball team without a pitcher without the services being rendered by the Office of Labor Production.

The ideal situation, in the interest of maximum production, would be in-plant feeding that would meet both the physiological and psychological needs of the workers. In many places this is impossible, and where we are unable to meet the psychological needs of the worker and explain clearly the reasons why it is impossible, we have found Labor entirely willing to accept such facilities as will supply their physiological needs only.

Satisfactory labor relations do not require mysterious negotiations and behind-the-scenes pressure. Workers and labor union leaders are just like the rest of us. We are all average adult Americans, and the same thing applies to Management. We'll all do a lot of things that we never thought we'd do and be glad to do them if we understand the reason and the necessity for doing them. If we are entirely frank with all groups, I think we have every reason to believe that they will work with us. We need the confidence of both Management and Labor; the confidence of only one is not enough.

Some time ago, we in the Western Region received a letter from the Food Committee of the Bay Area Metal Trades Council, who have the largest membership in the shipyards in the Bay Area. They requested us to give them assistance in bringing into being an in-plant feeding program in various shipyards throughout the Bay Area. Remember this request came from Labor alone. We believe our method of handling this request to be the proper one. We selected the Kaiser shipyards in Richmond for our first attention, and immediately got in touch with Mr. James Cronin, Regional Labor Consultant, Office of Labor Production of the War Production Board, and solicited his assistance in bringing about a meeting with Management and Labor representatives.

We don't know all that went on behind the scenes following this request, but we do know that within a very few days we received an invitation from the management of the Kaiser shipyards to attend such a meeting. I know we all came out of that meeting very much pleased with the cooperative spirit shown by all parties. We were requested by Management to make a survey of their yards and submit recommendations for a plan of in-plant feeding which we considered practical in each of the four yards.

Now at the start of the meeting, Management was not really much interested in another survey. All of these yards have been surveyed and resurveyed by various people, including their own engineers. They felt that there was no room in their shipyards for the installation of facilities extensive enough to meet the desires of the workers. You will note that I said "desires," not "needs." We approached the problem in this meeting on the basis that there was a certain ideal which we would all like to reach and that that ideal might or might not be possible to reach in their yards; that that could be determined only after a careful survey with the full cooperation of the management.

Finally an agreement was reached that Management would install facilities for in-plant feeding, provided we could show them that it was practical and further provided that Labor would formally accept the plan before installation started. When we reached that point, we almost had the type of case which I outlined previously as the ideal situation. The demand on the part of Management that Labor should formally accept the plans before installation we believe to be entirely fair. That is just another of the responsibilities of Labor.

Management is entitled to some assurance that when they do the best they can, they will not be subjected to further demands and Labor unrest because of the same problem. We found that in the Kaiser yards facilities could be installed to meet the physiological needs of the workers. We also found that we could not meet all the psychological needs throughout the yards.

After our surveys were completed, we recommended a general plan of operation without attempting to draw detailed plans. In making our recommendations, we tried to keep in mind that the primary purpose of the shipyards was to build ships and that feeding was simply a tool to help build more ships. We did not recommend to Management that they close down any part of their production plant in order to make room for an ideal cafeteria. Our over-all recommendations included service cafeterias with seating and shelter where that was possible. It included fast-feed units with no seating and no shelter where there was room for nothing else. It included mobile units for locations which could not be served in any other way.

We sent copies of our recommendations to the Chairman of the Food Committee of the Bay Area Metal Trades Council, to Mr. Cronin of the Office of Labor Production, to the State Department of Health, to the Maritime Commission and other agencies interested.

We found Management most receptive to our plans. They requested us to come over and discuss two or three points which they felt could be improved, and the things that they called to our attention increased our optimism because their suggestions were not a cutting-down but a building-up of the plan.

They found a better location for the central kitchen. They called to our attention some extension of the yards which was contemplated and where they could make room for cafeteria service with shelter.

The next step was a meeting with Management, the Labor representatives, Mr. Cronin of the Office of Labor Production and representatives of our organization. This meeting was arranged by Management. The over-all plan was discussed fully and frankly. There was some initial criticism until the reasons for certain facilities, or lack of facilities were fully explained to the Labor representatives.

The Labor representatives took the plans back to their unions and subsequently the unions went on record with Management that the plans were satisfactory. We had again found that Labor is practical and that they will accept something less than the ideal, provided they feel that Management is really trying to provide the best facilities possible.

When I left San Francisco, the detailed plans for the in-plant feeding operation in the Kaiser shipyards were nearing completion, and it is expected that funds for their construction will be requested within the next few days. Dr. Goodhart and Bill Broeg and some of the rest of you who know of the long battle to get in-plant feeding given any consideration in these shipyards will feel as we do that the procedure used in getting all parties together and in maintaining a proper relationship with both Labor and Management proved in this case the correct one.

We have handled other problems in the same way with the same results. I'd like to say a few more words about Labor's responsibility. Labor should accept full responsibility for policing the operation of in-plant feeding facilities. They should not allow workers to abuse the facilities that have been provided, and when we have discussed these responsibilities with Labor representatives we have found them ready to accept them.

In this connection, we have a rather serious problem in the feeding of Longshoremen on the Pacific Coast. It is perhaps more acute in San Francisco. As in so many seaports, the Longshoremen have no place to get their lunches except at "quick and greasy" restaurants of the waterfront neighborhoods, and because of the great increase in shipping out of that port I'm afraid that now most of these restaurants can only be classified as "greasy". We don't know just what the eventual solution of that problem will be, but we do know that Labor is in agreement with us as to their responsibility.

The San Francisco docks stretch out several miles along the Embarcadero, and no matter where we might place a limited number of feeding units they would be inaccessible to the workers on some of the docks, time available for lunch considered. It will probably be necessary to serve many of these docks with mobile units. I don't want to discuss methods here, but I want to bring out the point that because in a given location we may have fifty men today and fifteen hundred men tomorrow, such an operation is not particularly attractive to a feeding contractor under ordinary conditions.

The Longshoremen's Union have agreed that they will advise the feeding contractor one day previously how many men there will be to be fed at each location on the next day. They have also agreed that in the event it is necessary to use china-ware instead of paper in such mobile units as may be used, they will through their gang stewards do everything possible to decrease breakage and that they will see that soiled dishes are returned to the mobile units for transportation to centralized dishwashing and sterilization facilities.

That, I believe, proves my point that Labor will accept their responsibilities when the problem is carefully explained to them - the responsibilities which can be discharged only by Labor - but we must help them in determining such responsibility.

We had one instance in a shipyard in Portland where a large cafeteria was closed down because many workers persisted in using the cafeteria for a loafing place. Instead of increasing production, this cafeteria seemed to decrease it through the loss of working hours due to loafing in the cafeteria. Now the management solved that problem quickly. They just closed the cafeteria, and as far as I know it isn't reopened yet. That seems a great deal like curing a headache by cutting off the head.

I still believe that if the problem had been presented to the labor unions, they would have seen to it that such loafing stopped and that cafeteria would still be in operation. I'm sure that we'll be able to get it opened again with the acceptance by Labor of their responsibility.

In attempting to speak on labor relations, I fear I've wandered around considerable in trying to illustrate the workings of the methods we in the Western Region feel to be the proper ones for handling labor relations. I'd like to say that I think that we have nothing to worry about in labor relations as long as we remember that labor and labor organizations have a very large stake in this program.

We must treat them as adults and discuss feeding problems with them. They are entitled to know what we recommend to Management.

In closing, I also want to say that we won't go far wrong in labor relations if we solicit the cooperation and accept the guidance of the War Production Board, Office of Labor Production. Their staff is selected from Labor. They are men of mature judgment and long experience in labor relations. They know the personalities involved. If we work closely with them, I am sure our labor relations will be satisfactory.

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WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

ACTIVITIES OF OFFICE OF LABOR PRODUCTION

Presented by

Roy M. Brewer

Office of Labor Production

War Production Board

General Administrative Order No. 2-131 sets forth the following functions of the Office of Labor Production in the furtherance of the in-plant feeding program.

1. Consult with the War Food Administration in the preparation by that agency of the requirements for industrial feeding installations;
2. Cooperate with the industry divisions in judging the need for industrial feeding in particular plants;
3. Cooperate with the procurement agencies or appropriate industry divisions of the War Production Board in bringing to the attention of management in particular war plants the need for industrial feeding;
4. In cooperation with the War Food Administration, facilitate the maintenance of sound standards of service, quality of food, and reasonableness of prices in particular plants;
5. Obtain the cooperation of labor groups to assure the full contribution of industrial feeding to production; and
6. Direct the attention of the War Food Administration and Office of Price Administration to specific needs for food supplies in industrial feeding establishments.

As the program for providing in-plant feeding facilities has developed, some of the items set forth in this Order have assumed greater importance than others and additional responsibilities have fallen to the OLP in making most effective use of the organization of the Office of Labor Production in the furtherance of this program. The OLP has been designated by the Office of Civilian Requirements as the agency within the War Production Board to certify to the production need for in-plant feeding facilities and the Tax Amortization Branch of the WPB has designated the OLP as the agency within

WPB to develop the necessity from a production standpoint for in-plant feeding facilities.

The most important function, however, which I feel the OLP has to ~~perform~~ is that which comes under Item No. 3 of the functions set forth in the General Administrative Order which is to call to the attention of the Procurement Agencies and industrial management the necessity for in-plant feeding in particular plants.

All of the agencies concerned with this program are firmly convinced that the development of the in-plant feeding program will aid the war effort. Having such convictions, we are all anxious to see the program go ahead. In addition to this general interest, however, the Office of Labor Production, because of its concern with the production of each war plant, has a particular interest in seeing that the specific plants which need in-plant feeding facilities get them. It is in this particular field that I feel the OLP can make its greatest contribution to this program and can render the greatest amount of assistance to the War Food Administration in carrying out its part of the in-plant feeding program.

The program which has been outlined makes it comparatively easy for the employer, who is conscious of the need for in-plant feeding and of his responsibilities to his employees for providing such facilities, to get the necessary assistance to do that job. The real difficulty will arise in making the employers who have thus far failed to recognize this need see the necessity for action on this program in the interest of war production, their employees, and the nation as a whole.

Being concerned primarily with effective war production, the OLP is most naturally interested in having the plants which need in-plant feeding the most get it first. It may well be that the plants which need it most are managed by employers who have failed to take recognition of the important part which in-plant feeding plays in the full utilization of the labor forces of the nation. It is in clearing the war for the installations of facilities in these plants where the need is clearly apparent that I feel we, in OLP, can render the War Food Administration the greatest amount of assistance and at the same time render the greatest service to the war effort and the workers in America's war plants.

Speaking generally, there have been the finest of relationships between the OLP and the WFA. In a few of the more important areas of the nation, a relationship is developing which I think can well be established as a pattern for all areas in the United States. I am thinking particularly of the Detroit area, Chicago area, and the San Francisco Bay area. In these areas, the OLP has devoted its efforts toward utilizing the technical services of the War Food Administration either by the employers, the procurement agencies, or the Unions in determining what is needed to provide adequate in-plant feeding. I need not emphasize to you that having a proper technical basis on which to proceed in our demands for improvement of the facilities is the most important phase of the whole problem.

Basically, the concern of the Office of Labor Production in in-plant feeding is not the program itself as such but the contribution which the program can make to the war production program. The same interest applies with regard to individual plants. Naturally, we would like to see the most modern of feeding facilities installed in every plant in this country but our immediate concern is getting feeding facilities installed in plants which need them in order that the workers in those plants may make the fullest contribution to the war effort. Therefore, we feel we are in a good position to say to an employer, or to the procurement agencies which have the basic interest in the end-product of any particular plant, that if the production of that plant can be improved by the installation of in-plant feeding facilities and if the workers in that plant will make a greater contribution by reason of the installation of such facilities, then the facilities should be installed; notwithstanding the attitude of the employer or the attitude of any particular individual in the agency which is supervising that plant. In such instances where the Office of Labor Production is convinced that facilities should be installed, we shall use every influence at our command to see that they are installed.

We recognize that there is not the same interest on the part of the War Food Administration in such situations as there is on our part of the OLP. Therefore, in a situation where it is indicated feeding facilities should be improved and the employer has failed to make the ordinary request of the WFA for their services; the OLP will take the matter up with that employer and, if necessary, in an insistent manner see that the services of the WFA are utilized in the interest of improving the production of any given plant. It is along these lines that the greatest effective cooperation between our two organizations has been established in the areas which I have mentioned. For example, if a request comes in from a union or from any other source indicating that feeding facilities in a given plant are bad, the first step is to make an approach to the employer and ask that the matter be checked. This initial contact might be made by your Office and in some instances it might be made by ours. Because of the very close relationship which our Office maintains with unions, it is more likely to come to us if the request is from the union.

Let us suppose a case is presented to the Regional Labor Representative of the Office of Labor Production where the union has presented the matter to the employer who does not seem inclined to do anything about it. The first step our Regional Office would take would be to examine the facts in the case to see whether there is a "prima facie" case for the installation of facilities. By that we mean whether or not it is indicated that facilities are needed in order to provide the workers with proper food to permit them to do their most productive work. If the Regional Office finds this to be the case, it then requests management to look into the matter and suggests that a representative of your organization be called in to make a survey and determine what would be needed in order to bring the feeding services up to proper standards. In the main, our experience proves that we have been able to prevail upon employers to permit such surveys. Once the survey is made and we know exactly what is needed, it becomes much simpler to present the matter to

the employer and to the procurement agency having interest in the end-product of that plant, so as to get the full assistance of that procurement agency in making the necessary improvements.

I think we can say from our experience that in all ordinary cases where the employer can be convinced and where the cooperation of the procurement agency is obtained, the employer will respond, particularly in view of the efforts that are now being made to give him assistance with every phase of the program.

There have been instances, of course, where employers have resisted having a survey made by the WFA. However, where our Office is concerned that an improvement is necessary to insure production, we do not hesitate to take the matter directly to the procurement agency involved and request it to use its influence to see that your services are utilized to determine what is needed.

There may also be instances of complaints coming directly to the War Food Administration where the employer is indifferent to having a survey made. In such cases we hope that your Industrial Nutritionists will feel free to call upon the representatives of the Office of Labor Production for assistance in convincing that employer of the necessity of doing what is necessary to provide feeding facilities for the workers in his plant.

Another manner in which I am sure OLP can render service to your organization and implement the program is in handling the labor relation phases of the program. "To assure the full contribution of industrial feeding to production", as the language of the Administration puts it.

The proper operation of the feeding services in any plant can have an important bearing on labor relations as all of us well know. The staff of the OLP, coming as it does directly from the labor movement, is equipped to assist in handling the labor relations problems incident to this program whether they concern the type of units, the lunch hour involved, the manner of handling complaints, etc. If a solution of the problem requires bringing the various parties together, we will be glad to have you utilize the services of our office.

In this manner I am sure that the fine technical service your organization has established can be utilized to the fullest degree in making conditions in war plants better and at the same time making a substantial contribution to the improvement of the productive capacity of America's war plants.

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

Financing of Installations

Presented by

Milton Lowenthal
Civilian Food Requirements Branch
Industrial Feeding Programs Division
Operations Section

We have stated that management is responsible for operation of industrial feeding installations. Generally, management has recognized and assumed this responsibility. The manner in which such installations are to be financed, therefore, is a concern of management.

During normal times the three usual methods for financing in-plant feeding facilities are (1) with company resources, (2) with funds of an employee group, or (3) by the feeding contractor engaged to operate the food services.

These same methods are followed during war times. But since industry is engaged primarily on war work, government shares in the responsibilities of management and has provided several supplemental methods of financing facilities. Government has assumed much of the responsibility in connection with the provision of the industrial plant required to produce necessary war supplies. This policy was adopted early in the war program. Unfortunately, the importance of in-plant feeding was not understood at that time and many war plants were built without facilities or with totally inadequate facilities. In addition, many plants which were being converted for war work, particularly shipyards, had inadequate facilities to start with and no attempt was made to improve them.

In the war production program many establishments producing ordnance and ships, and also many plants processing food for Lend-Lease, are owned and operated by the government. However, the bulk of war supplies is being produced in private plants under contract with the procurement agencies.

There has been no question about responsibility for financing food services in government owned plants and yards. The procurement agencies have their own facilities funds for this purpose. For some time the Army and Navy have been giving special attention to the feeding of civilian personnel in government-owned establishments under their jurisdictions, and last week the Maritime Commission announced allocation of 3.5 million dollars for feeding facilities in its West Coast shipyards.

It is only recently, however, that the procurement agencies recognized as their responsibilities the improvement of food services in private plants under contract. As a result of the formation of the Inter-Agency

Committee last September and the President's statement of December 22, 1943, the procurement agencies, the War Production Board, the Defense Plant Corporation and the Smaller War Plants Corporation have all determined that feeding facilities are an essential part of production facilities, and they have agreed that existing financing methods for plant construction and expansion might be used likewise for installation or expansion of food service facilities.

In addition to direct financing with facilities funds of procurement agencies, there are three methods by which the government can assist in the financing of food service installations in private plants. The first is the Tax Amortization Program which operates under the War Production Board. The second is the construction by Defense Plant Corporation of facilities to be leased to management. The third is the provision of funds on a loan basis by the Smaller War Plants Corporation.

A. Tax Amortization

By Executive Order 9406, December 17, 1943, the responsibility for administration of the Tax Amortization Program was placed under the Chairman of the War Production Board. Prior to that time the program had operated under the Secretary of War and the Secretary of the Navy.

Under the Tax Amortization Program facilities are privately financed. However, the cost of the facilities may be included as deductible expenses in income tax reports. This may be done over a period of five years, up to 20 per cent being deducted annually. Tax amortization represents an abnormal tax deduction and hence a loss of revenue to the government. In the case of companies in the higher tax brackets, this may amount to 81 per cent of the cost of the facilities.

"Necessity Certificates" permitting such tax deductions may be issued under the program only for facilities which are determined to be essential. As stated in a WPB memo on the subject: "No facilities will be certified unless the war effort would actually be weakened by the lack thereof."

The Army, Navy, Aircraft Production Board, and the Maritime Commission make recommendations regarding the essentiality of the facilities involved, where 50 per cent or more of the end product of the plant is produced for one of those agencies. In other instances, WPB may approve or deny the application without such recommendations.

All applications for "Necessity Certificates" must be filed with the WPB application for priority assistance. This would be the WPB-617 form, where construction of feeding facilities is involved.

B.. Defense Plant Corporation

Where the need for food service facilities is indicated by the sponsorship of an interested government agency the Defense Plant Corporation may construct the facilities and lease them to management. Under this

arrangement an annual rental of 22 per cent is charged and facilities may become the property of the lessee after five years.

In the case of facilities already the subject of sponsorship to Defense Plant Corporation, the branch of the Government which sponsored such facilities is the appropriate agency to consider any further expansion thereof. In the case of a new facility, the agency which is primarily interested in the product to be manufactured or furnished is the appropriate agency to give consideration to the sponsorship of such new facility. Such approvals and recommendations in addition to setting forth that the facilities are essential to the war effort, cover the nature and type of the facilities, the estimated cost and location of such facilities and the name of the proposed lessee or operator.

In the event that the necessary determination is made by the sponsoring agency and its approval and recommendation is forwarded to Defense Plant Corporation, Defense Plant Corporation is then in a position to consider such recommendation. In the event the matter is one which can be properly handled and is approved by Defense Plant Corporation, the DPC will then proceed to negotiate with the proposed lessee or operator and to prepare the necessary Agreements of Lease covering the use of the facilities to be financed and owned by it, and the construction and acquisition of such facilities.

C. Smaller War Plants Corporation

In accordance with a recent understanding with the Smaller War Plants Corporation, that agency will make loans of \$5000 or more, at 4 per cent interest, to finance installation of food service facilities in "smaller" war plants. Loans will be made only on the basis of certifications by our staff to the effect that there is need for such facilities. SWPC policy permits making loans on the basis of financial need and the requirements regarding financial standing of the applicant are less stringent than those of the Reconstruction Finance Corporation under which DPC operates. Applications for loans will be approved by SWPC on the merits of each case. Loans are financed through local banks.

At present, loans may be made only to manufacturing establishments. Consequently, a restaurateur (service trade) who might be interested in expanding his operation to feed workers in several nearby plants would not be eligible for a SWPC loan. However, if a manufacturer had an interest in such restaurant facilities, he could obtain a loan to be used for expansion of facilities to service workers in his plant or in several plants in the area.

Under present legislation the SWPC will go out of existence during 1946. Therefore, unless pending legislation to extend the life of the corporation for a 10-year period is passed, loans made at this time either must be amortized in $2\frac{1}{2}$ years or be refinanced by RFC at a 5 per cent interest rate.

Until the SWPC Board of Directors takes further action on loans for this purpose, all applications for such funds should be submitted to the Washington office of SWPC through the Industrial Feeding Programs Division. Forms for use in making such applications may be obtained at any of the 15 regional offices of the SWPC, five of which are located in the same cities as our regional offices.

The difficulties encountered in connection with financing of food service operations have not been due to the lack of methods for providing government financial aid. The clarification of policy on the availability of the above methods should eliminate financing as an excuse for not proceeding with installations.

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

RELATIONSHIP WITH EQUIPMENT DEALERS

Presented by

W. E. Broeg, Assistant Chief
Industrial Feeding Programs Division
Civilian Food Requirements Branch

The responsibility of the Industrial Feeding Specialist in connection with the certification of need for industrial feeding facilities makes it necessary to work closely with equipment dealers.

This can be accomplished first through direct mail and secondly, through follow-up by personal contact. The prelude to the personal contact can be made through a letter similar to the following which was sent to all major equipment houses in the Western Region:

"Mr. John Doe
Doe Equipment Company
Blankville, California

Dear Mr. Doe:

"The national industrial feeding program is based on a recognition of the need for supplying sufficient amounts of food in the proper variety to meet physiological requirements of workers and agreement that in general such requirements can best be met through the medium of industrial feeding.

"The Office of Distribution has the responsibility for coordinating the activities of the Federal agencies related to the industrial feeding program and in addition it:

- (1) Makes recommendations to WPB regarding requirements for materials, equipment and operating supplies. (This is done with the assistance of the OPA, WMC, and the Maritime Commission.)
- (2) Surveys and makes recommendations to war plants desiring assistance in the operation of industrial feeding programs.
- (3) Receives and reviews all applications, certifying them to WPB as to (a) need for the installations, and (b) need for specific items for efficient operation.

"The War Production Board takes priorities action on applications for materials, equipment and operating supplies. No action shall be taken on any case until a recommendation from War Food Administration has been received, unless no recommendation is received after the lapse of a reasonable time for investigation and report.

"It will facilitate the processing of priority applications if you will advise us when you start to prepare plans of specific industrial feeding facilities. We can then work with you and keep plans within the policy of conservation of critical materials and operating manpower. This will permit our making priority recommendations without the delay which might suggest the changes necessary to conform with this policy."

All of the 26 equipment dealers to whom this letter was mailed responded, indicating their willingness to cooperate.

Cooperation in the initial planning stages of any major facilities program is essential to expedite final acceptance. Through close cooperation from the very beginning of planning a new feeding service or improvement of an old one, the facilities may be selected for the needs in accordance with the established principles of the Office of Distribution.

When these principles are understood by the field staff, it should not be difficult to "sell" the equipment dealer on the advisability of submitting plans that will conform with basic patterns laid down by the Facilities and Equipment Section.

Occasionally, equipment dealers may be slow in making contact with the Industrial Feeding Specialist. This can be overcome by explaining the need of handling facilities proposals with speed so that the execution of the program will not be held up.

The equipment dealer may be faced with special problems or complications in fitting a special proposal or special needs to the Office of Distribution requirements. This type may require special assistance from the Facilities and Equipment Section in Washington.

After the responsibilities of the Office of Distribution are explained, on the whole it will be found that equipment dealers will be eager to cooperate. It will not take dealers long to realize that there is much to be gained through this cooperation and little to be gained through failure to do so. The correct certification of need by the Industrial Feeding Specialist will bring about close relationship between equipment dealer representatives.

It is not intended that the Industrial Feeding Specialist prepare plans for any industrial feeding unit. This is the responsibility of the plant or yard installing these facilities, or anyone designated by the plant, and the contractor supplying the equipment.

Assuming that the equipment recommendations to management have been made in conformity with Washington policies, it is desirable that Industrial Feeding Specialists guide the progressive stages of planning to conform to these recommendations.

In the majority of cases, equipment dealers have all made contact with plant officials and are well established. However, occasionally Industrial Feeding Specialists are requested to recommend an equipment dealer. It is advisable to guard against showing partiality. Therefore, such recommendations are made through the War Production Board.

As the Facilities and Equipment Section develops and releases pattern plans, it is advisable to acquaint equipment dealers in the Region with the general aspects of these plans.

This can be done by personal contact with the larger equipment dealers or through mailing copies of such plans to the equipment houses.

Frequently, operators or contractors have pet theories regarding layout and equipment and many industrial feeding plans include elaborate soda fountains, batteries of frappé machines and similar counter service equipment. These devices are usually included in units designed to serve office personnel.

During this period of equipment and labor scarcity, it is not considered advisable to include fancy frills in industrial feeding installations even though these facilities are to be used for office personnel. Where it is intended to use such facilities for post-war feeding, provisions can be made in the layout for the installation of these units at a later date.

Equipment dealers frequently estimate needs greatly in excess of actual requirements. This can be overcome by acquainting the estimator with the actual requirements based on the equipment needed to serve the peak load. This, of course, is based upon the number of workers employed on the peak shift who will use the facilities.

When making recommendations to management, the Industrial Feeding Specialist clearly describes the requirements based only on the peak load. Through cooperation with equipment contractors, only the minimum equipment needed for this peak service load can be considered in the proposal.

No complications are expected in the relationship with equipment dealers. Executives of associations that include membership of large and small equipment manufacturers have expressed their willingness to cooperate in any way possible.

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

FACILITIES AND EQUIPMENT PROBLEMS IN PRACTICAL OPERATIONS

Presented by

Ralph E. White
Architect and Engineer
Slater System, Inc., Philadelphia

FACILITIES FOR CAFETERIA SERVICE

PREVIEW

1. Facilities required for any food service operation must be such as will fit each individual case; no rule of thumb can be used to determine such facilities.

2. NUMBER OF PERSONS TO BE SERVED AND MENU

Number of persons to be served must be approximated and menu determined; these will be the governing factors in the development of any plan or layout.

The number of shifts and the time of same must be determined before the seating capacity for one shift can be arrived at.

Finally, the plan or layout of facilities which will be required will be dependent on the conclusions of all factors.

3. FLOOR SPACE

Sufficient floor area should be allotted of size, shape, and area as will make possible the proper and relative location of storage and food preparation in the kitchen.

4. DELIVERY OF SUPPLIES

Delivery space should be allotted so that supplies can be received, weighed, checked, and recorded.

5. REFRIGERATIONS

- A. WALK-IN BOXES

Large walk-in box or boxes are required and should be of ample size to fit the operation; very few operations have sufficient storage refrigerators.

B. REACH-IN BOXES.

Reach-in box or boxes are required, preferably located so that food can be placed in the box on the kitchen side and removed from the cafeteria side.

6. DRY STORAGE SPACE

Facilities should be provided of sufficient size for dry storage in a location in the kitchen convenient to receiving same.

7. PASTRY

If Pastry is delivered, Pastry Racks should be provided to receive same.

CAFETERIA FOOD SERVICE OPERATION COMPARED TO A MANUFACTURING PLANT

A Cafeteria food service operation in principle may be compared to the operation of most any manufacturing plant in that the following basic factors are involved and must be provided for.

1. SUPPLIES

Provision must be made for supplies to be delivered, checked, weighed, and recorded.

2. STORAGE

Sufficient storage space for various kinds of supplies must be provided for in convenient location.

3. PREPARATION OF FOOD OR PROCESSING

Materials usually follow a progressive course until they have been finished, ready for delivery to the customer.

In a food operation, preparation facilities must be provided for meats, vegetables, salads, sandwiches, etc.

If pastry is not to be purchased, a complete Baking Department must be provided.

Each one of these items should have stations where ample work tables, sinks, and necessary mechanical devices are provided in convenient location to suit their progressive course.

The bank of cooking equipment where food is cooked should have fryers, ranges, stock kettles, vegetable steamers, and ovens set up for a convenient and economical operation.

A hood should cover the entire bank with lighting and ample ventilation provided for. In front of the ranges should be cooks' tables, work tables, sink, pot rack, and bain marie, all of sufficient size.

4. SERVING OF FOOD TO CUSTOMER

After processing of food has been completed, then the product or food is ready for delivery to the customer.

The cafeteria service counter or counters now comes into the operation. The menu will determine the facilities to be provided.

The plan and set up of the service counters has much to do with an economic operation and is the controlling factor of fast service to the customer.

In locating the service counter, consideration must be given to traffic flow to and from the cafeteria. We find the following set up or course of operation to be successful.

- 1 - Trays
- 2 - Bread and Rolls
- 3 - Butter and Cold Juices
- 4 - Cold Pans and Display (Milk and Salads in Cold Pans.)
- 5 - Steam Table with glass cover
- 6 - Sandwiches
- 7 - Ice Cream (with Pastry Display over)
- 8 - Cold Liquids
- 9 - Coffee

5. THE SELF-SERVICE COUNTER

If a large number of persons are to be served in a short time, a self-service counter opposite the regular counter should be set up with an aisle of about six feet between the two counters.

This additional counter should provide the following items:

Bread, rolls, butter, cold juices, milk, salads, pastry, sandwiches, ice cream, cold liquids and coffee without attendants, excepting an attendant is advisable at the coffee station.

Beyond the cashier's station napkin dispensers, cutlery, and drinking water are provided, also condiments on a table.

6. DISHWASHING

We find the most economical set up is to place the dishwashing room near the exit. Patrons are required to allow their dishes to remain on the trays and on leaving to deposit the tray and dishes in the window opening in the dishwashing room.

Where it is possible to arrange, we have found that conveyors well located are most satisfactory to carry dishes from the cafeteria to the dishwashing room.

Bussing is therefore eliminated, resulting in an economical operation.

Clean dishes are delivered back to the service counter by dish trucks.

7. GARBAGE DISPOSAL

An incinerator is preferable for disposal of all burnable waste. Edible garbage should be sorted for animal feed. A garbage refrigerator should be provided if possible to store garbage cans, until they are collected.

8. DRESSING ROOMS AND LOCKER ROOMS

Dressing and locker rooms - also toilet facilities should be provided for male and female help.

9. Manager's office should have space for desks, safe, and files.

CONCLUSION:

A FOOD SERVICE SET UP AS HEREIN OUTLINED HAS EVERY
OPPORTUNITY TO BE AN ECONOMICAL AND SUCCESSFUL OPERATION

CANTEEN OPERATION

1. Canteen operations require layouts to suit each special case.
2. A central cooking station should be provided.
3. Serving stations should be located near to the greatest number of workers.
4. Wagon service is desirable under some conditions.

EQUIPMENT PROBLEMS

1. Are mostly because of badly planned layouts and insufficient equipment.
2. Many places have insufficient space for food storage and preparation.
3. Inadequate refrigeration is a common fault.
4. Insufficient loose equipment such as cutlery, dishes, glasses, etc. are found in many places.
5. Insufficient dishwashing equipment and space for handling dishes are common faults.
6. Garbage equipment and disposal is often unsatisfactorily provided for.
7. From an operating point of view there are compelling reasons why equipment problems should be corrected if a successful operation is desired.

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

FINANCIAL MANAGEMENT

. Presented by

John H. Slater, President
Slater System, Inc., Philadelphia

- A. Plant management's recognition of its obligation to plant personnel for satisfactory in-plant food service.
 - 1. Keep up morale.
 - 2. Reduce absenteeism.
 - 3. Other reasons for in-plant feeding.
- B. Industrial food contractor enters the picture. He represents the know-how and experience in the in-plant food business. The industrial operator offers his services:
 - 1.. To relieve plant management of the direct obligation of running a food service.
 - 2. To do a better job.
 - 3. To save plant money.
- C. There then arises the problem of relationship--how can plant management be sure it gets what it wants when it wants it--the way it wants it-- with an industrial food contractor operating the food service.
- D. The answer is--to establish the proper contractual relationship between plant management and the industrial food contractor that will finally and completely invest control of food service in the hands of plant management. All policy on prices, portions, service periods, menu variety, etc. should be controlled by the plant, though instigated and suggested by operator.
- E. Review of the provisions of a typical contract.
 - 1. The stated obligations of the food contractor.
 - a. Contractor obligated to serve pure, wholesome food at such time, in such quantity, and at such prices as the plant may choose to designate.

- b. Contractor must submit menu and menu prices at least 24 hours in advance, to the plant.
 - c. Operator must provide and pay for all labor and services necessary to prepare and serve food.
 - d. Operator must obtain all licenses and pay all necessary fees and taxes required to operate a food service.
 - e. Operator must give full access to the plant at all times for purpose of inspecting the food service premises.
 - f. Operator must comply with all laws, rules and regulations pertaining to the operation of the food service.
 - g. Operator assumes all liability for claims or damages arising from injury, property damage or any other liability as a result of the food service operation.
 - h. All contractor's employees must have proper and satisfactory health examinations.
 - i. Operator guarantees proper use of all plant equipment, guarantees the plant against equipment inventory losses.
 - j. Operator must render a complete operating statement monthly to the plant with daily and weekly supplemental data.
 - k. Contractor gives the plant the right to inspect all of his records, retain control of cash register reading and inspect the operator's general books.
 - l. Contractor gives plant the right to check the delivery of all food and other products billed to the plant food service.
2. Obligations of the Plant.
- a. To provide all proper and adequate equipment necessary to operate the food service, together with all necessary utilities, such as heat, light, power, water, etc.

- b. The plant must guarantee a fee to the operator for his services based on sales.

3. The term of the contract.

F. Relationship of the operator with plant during the operating phase.

1. The need for and functions of a proper liaison.
2. General discussion on handling complaints, checking cash registers, rendering of sales figures, obtaining building and maintenance services, etc.

G. The Accounting.

1. The operating statement (the following is a typical operating statement which will be discussed point by point).

CAFETERIA OPERATING STATEMENT

Sales - Cash
Charge

Total Food Consumed

Less share of departmental profits

Net Food Cost

Direct Expenses:

Cases, Cans & Cartons
Supplies
Ice
Laundry
Replacements
Misc. Supplies & Expense
Misc. Labor Charge
Repairs
Rental of Equipment
Depreciation
Stationary & Printing

Total Direct Expenses

Labor - Vacation
Labor - Regular

Total Labor

Indirect Expenses

Collection Expense
Ins. (Comp. P. & P. etc.)
Ins. (Old Age, Unemploy.)
Telephone

Total Indirect Expenses.

Administrative Expense

Grand Total Costs

Operating Profit or Loss

2. The Audit

For Administrative
use only

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
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FOOD DEPARTMENT MANAGEMENT IN INDUSTRIAL PLANTS

Presented by

Ruth M. Lusby
Technical Advisor
Food Needs Division
Civilian Food Requirements Branch

I. Introduction

The subtitle of this address might be the old adage that: "The proof of the pudding is in the eating". Any industrial nutrition program within a plant succeeds or fails in relation to the quality of food service provided for the workers. Posters, leaflets, table-tent cards, payroll slips, visual aids - in the form of motion pictures or meal selection slides - and nutrition classes have an important function to perform. Whether this form of nutrition education actually functions in any one plant largely depends upon: (a) the quality of food served in the plant (b) the workers' satisfaction with the food and the service (c) the faith of the employees in the motives of the management - including plant management, personnel department, plant physician and dietitian, and the food service managerial staff. Whenever the food and the service fail to please the majority of the workers, or when management does not clarify its objectives and prove its sincere desire to serve the workers' food needs, then education usually fails because the campaign becomes suspect by the worker as being "propaganda".

The average American worker wants neither charity nor paternalism. He does want, however, to be treated as a self-respecting citizen with the inalienable rights to: "Life, liberty and the pursuit of happiness". All three of these rights, to a degree, are concerned with his need for food and the means by which he can secure it.

A few weeks ago I was told in a meeting attended by several State Nutrition Council members from three states in the Northeast Region that: "The future of industrial feeding in this country lies in the hands of organized Labor. Only Labor can bring pressure on plant management to retain and develop in-plant feeding in the postwar period." If this be true, as I think most of you will agree, then it behooves those of us in the Government industrial feeding program to do everything possible in Washington, and in the regions, to stimulate interest in in-plant feeding, and to assist plant management, labor management committees, labor groups, industrial feeding contractors, and plant food department dietitians and managers to initiate and maintain excellent standards of food service for industrial workers.

II. The Goal in Industrial Feeding

Our goal in industrial feeding should be: To supply the workers with an adequate amount of appetizing and nutritious food, quickly served, at a nominal price. This is the objective of every intelligent restaurant operator and of every capable institution dietitian catering to large groups of ordinary citizens, and it is the only goal which is worthy of consideration in industrial feeding operations.

Any kind and quality of food served en masse to workers under any sort of conditions is as bad or worse for our program, and for the workers' than no food service at all. Likewise, the profit-motive as the guiding factor in in-plant feeding is as vicious there, as it long has proved to be in school lunchroom operation, because health becomes subordinated in importance to economic gain.

The previous statement does not imply that all plant food service must be subsidized by management, or that a reasonable surplus may not be realized under good management. It does mean that when the percentage of the dollar food sale spent for raw food falls below 50 to 55 per cent, and when the profit realized rises above about 5 per cent, then an adequate amount of food cannot be supplied at a reasonable price to workers in an average-sized plant. This statement is made on the basis of my own many years of experience with low cost feeding operations. Furthermore, unless rent, utilities and initial equipment costs are subsidized by plant management, it is difficult, just as it is in school feeding, to "break even" on the costs of food, labor and operating expenses. Small feeding operations may be able to pay only for food and labor. Medium sized operations, if well directed, usually are able to pay operating expenses as well. Only large feeding operations can afford to meet all costs including space, equipment costs and maintenance, and also to realize a surplus. Large profits made from low-cost meals for workers is a rosy dream of some industrial feeding contractors, and of many would-be food managers. It usually is found to be a mirage in actuality, unless the workers' food needs and health are forgotten in the pursuit of profits.

III. Methods of Industrial Food Department Management

Food service management includes two basic administrative functions i.e. organization and administration. Organization is the plan of operation and management under which the food department operates. Administration is the means by which the operational plan is made to actively function. A good food director must be able both as an organizer and as an administrator, or he must have staff members who excel in one or the other of these phases of management, because both are essential to successful operation.

The organization of food production and service units must provide for:

1. Sufficient skilled supervision.
2. An adequate sized staff of competent employees (or employees who can be trained on the job.) secured through the assistance of the U. S. Employment Service whenever this is possible.
3. The establishment and continuous maintenance of good labor relations between management and employees.
4. An in-plant training and promotional program, and utilization of the vocational training program for food production and food service workers of the State and local vocational schools wherever this is available.

5. A good layout and sufficient well-selected equipment placed with due regard to the principles of good routing and traffic, and to the flow of food and supplies from the source of delivery to the place of service.
6. A sound financial policy, including an adequate system of accounts and records, a well administered food control system that anticipates needs and controls the storage and requisitioning of supplies, that conserves food, and prevents unnecessary waste.
7. Intelligent purchasing methods based on an unimpeachable standard of food quality. By this is meant not extravagance, but the practice of thrift and economy. Quality and price must be considered as coordinate factors in purchasing if economical buying is to be achieved.
8. Policies of food service geared to meet the needs of the industrial workers, and the conditions within the plant and the yard.

Good food administration requires a director who can delegate responsibility to his assistants, and give them sufficient authority to carry out their assignments.

The administration of food production and service units should provide for:

1. Providing supervision when and where it is needed during the entire food production, food service, and cleaning periods.
2. Instructing workers on the job by means of classes, group meetings, department conferences, demonstrations and individual instruction by the supervisors and heads of departments and not by other employees without supervision. There is no better way to cause inefficiency and destroy morale than to leave a new employee to shift for himself on a new job, and then condemn him for the results. There is no more efficient method of ruining a theoretically good training program than by having an old employee break in a new one according to his own ideas, instead of the management's. A good supervisor does his own instructing thereby controlling method and usually gaining respect. Likewise, a good supervisor listens to the employees suggestions as to improvement in methods and adopts them whenever they seem reasonable and workable. A manager who "knows it all" is as much of a menace as one who "employs only trained chefs", thereby proving that he either is unable to train his own employees, or isn't intelligent enough to recognize the benefits of an in-training program and of a promotional system based upon seniority and merit.
3. Holding frequent supervisory staff conferences at which free discussion of common problems is encouraged by the director.
4. Encouraging by every possible means of the attitude that employees and management are working together toward a common goal. This necessitates a belief in democracy, not mere lip-service. There are a surprising number of economically class-conscious food department operators who are unconscious of their mental predicament. Which fact may explain, in part, the normally prevailing low wage-scale for food service employees, and the high rate of labor turnover in these occupations. It may also explain the real fear with which many Mid-Western and Southern restaurant operators view the increasing unionization of food service employees. The West Coast and the North Atlantic operators being more accustomed to unionized food employees regard them with less alarm, although even some of these operators do not approve of this encroachment upon "free enterprise".

Anything which our industrial feeding specialists in the regions can do to help Management and Labor to appreciate their mutual problems, and to recognize their common goals should be a challenge. The suggestion that Labor-Management committees and food councils be formed is one small but important means toward this end.

5. Improving methods of service constantly; adjusting preparation and service schedules and procedures to meet changing conditions; and utilizing scientific methods of food preparation in order to conserve nutritive values, and produce better quality food products.

IV. Advising Plant Management as to Their Food Department Needs

A. When the industrial feeding specialist goes into a plant to make a food department survey he should look for certain important points which are discussed in the following outline:

1. Is the food both attractive and palatable?
 - (a) Does it have Eye Appeal? i.e. (Color, arrangement, form, neatness of service).
 - (b) Does it have Taste Appeal? i.e. (Texture and consistency, flavor, temperature).
2. Is the nutritive value of the food and of the meal adequate?
 - (a) Does the meal at the plant supply about 40 per cent of the daily requirement in terms of caloric level and nutritive quality? Does it meet the N.R.C. standards?
 - (b) Is each kind of food cooked and handled in such a way as to conserve its nutritive value to the best advantage?
 - (c) Are the vegetables cooked on a staggered schedule and supplied to the cafeteria serving counter at least every 20 to 30 minutes?
 - (d) Are the vegetables sent out in mobile units cooked just before they are placed in these units? Are the mobile units delivered to the serving stations the shortest possible time before the serving hour?

An example of the importance of these considerations in handling green vegetables is that spinach, kale, sprouts, etc., have been shown to lose 50 per cent of the Vitamin C present in the cooked vegetable when allowed to stand one hour on the steam table.

- (e) Are fresh fruits and vegetables held at storage temperatures of not over 40-45° Fahrenheit, and delivered daily whenever possible?

Studies upon stored vegetables indicate that: Leafy green vegetables can lose nearly 50 per cent of their original Vitamin C content when stored 24 hours at room temperature, - while storage at 40° Fahrenheit will preserve over 90 per cent of this vitamin.

Experimental studies made upon potatoes (Irish) show that potatoes should be bought as freshly harvested as possible. When stored for 1-2 months at room temperature potatoes lose 20-35 per cent in ascorbic acid content. Dry storage at room temperature, or at 40-45° Fahrenheit is preferable to moist storage.

- (f) Are potatoes frequently served steamed in their jackets, baked, or boiled whole in order to conserve their iron and vitamin C values to the greatest possible degree?

Ascorbic acid assays of potatoes steamed in their jackets show that they lose very little vitamin C on cooking and even standing. Baked potatoes and french fried potatoes retain approximately 80 and 70 per cent respectively, of their vitamin C after cooking.

- (g) Are vegetable juices either served with the cooked vegetables as a sauce or used in soups or gravies soon after cooking before they lose their vitamin C content by exposure to the air, as for example when stored until the next day?
- (h) Are citrus fruits and/or citrus fruit juices and tomato juice available during each day's food service, either at meals or on the "snack" menu?

Citrus fruits, citrus fruit juices and tomato juice have proved to be about the best food sources of vitamin C available. Losses of this vitamin upon standing is small if the juices are kept cold and are not exposed to light until a short time before service. A four-ounce glass of orange or grapefruit juice provides over 50 per cent of the daily allowance of ascorbic acid alone. An equivalent amount of tomato juice will provide about one-fifth of the daily ascorbic acid allowance.

- (i) Are meats stored at a temperature of 33-38° Fahrenheit in clean sanitary refrigerators?
- (j) Are meats served with their juices in order to conserve as much of the vitamin value as possible?

About 10 to 20 percent of the B vitamins can be dissolved out into the meat juices during cooking. These, therefore, should be utilized and served as gravy, or in sauces or soups.

- (k) Are left-over foods chilled promptly after the serving period, stored at 40-45° Fahrenheit, and utilized within 24 hours after they are cooked? This is a precaution necessary to control the danger of food poisoning, particularly of the staphylococcus type.

In general, the maximum vitamin and mineral retention during food preparation can be obtained by using the following procedures:

1. Reducing storage or holding time of fresh fruits and vegetables prior to utilization to a minimum. If storage is necessary the best conditions are a low temperature (40-45° Fahrenheit) and dark storage.
 2. Cooking fruits and vegetables the minimum length of time or until they are just tender. Using the smallest amount of water when boiling them in order to prevent sticking or burning. Having water boiling before adding vegetables and bringing quickly back to the boiling point. In general steaming or pressure cooking provide the best means of vitamin retention in cooked fruits and vegetables.
 3. Reducing the holding time on the steam table to a minimum. The best practice is to cook several batches and hold them less than 30 minutes rather than to cook the product all at once and hold it 1/2 hour or longer. Vegetables should not be cooked in the morning and reheated for service later in the day.
 4. Preventing mineral losses or reducing them to a minimum (10 per cent or less) by good cooking conditions, i.e. a short cooking period, a minimum amount of water and a short holding period.
 5. Using soda in large scale vegetable cookery is unnecessary, spoils the natural color and flavor of the food and should be discouraged.
 6. Cooking under poor conditions in an excess of water, and the prolonged holding on steam tables, may cause a loss of as much as 90 per cent of the ascorbic acid, and also some of the B vitamins. Under optimum cooking conditions a considerable amount of these nutrients may be retained. The palatability and appearance of the cooked product is often comparable to the vitamins retained.
-
3. Are the servings adequate in size and are there a sufficient number of foods to assure the average worker the caloric level and the nutritive value necessary for his work category?
 4. Are sanitary conditions of food storage, preparation, service and waste disposal used?
 5. Is the cafeteria counter arrangement and display one that encourages the selection of a well-balanced meal?

6. Is provision made for well-balanced, appetizing plate specials or "Victory Meals"?
7. Is the service staff trained to understand their jobs and provided with adequate supervision and sufficient instruction?
8. Are good display devices used to sell nutritious meals?

- (a) Are the menu boards well-placed and easily read?
- (b) Are prices clearly marked designating individual foods, groups of foods, and special meals?
- (c) Is there utilization of "plate meals" and do the servers tactfully suggest the "specials" to the customers?
- (d) Are attractive salad and sandwich "plates" provided, especially when there are many women workers, and in warm weather?

- (e) Does the counter arrangement provide for:

- (1) A good display space at and below the eye level of customers?
- (2) Foods arranged in the accustomed menu order, i.e. (a) appetizers and soup, (b) hot foods, (c) breads and sandwiches, (d) salads, (e) desserts and fruits, (f) hot beverages (milk and cold beverages are usually placed in an ice compartment next to the salad counter). This is not a necessarily fixed pattern and may need some adjustment according to the space available, the gas, water and steam inlets, the refrigeration equipment available, etc.

- (f) Is a basket of fresh fruits in season placed at the cashier's cage, or near the exit and adjacent to the tobacco and candy counter to encourage workers to take it out for mid-meal snacks?

B. When the industrial feeding specialist has completed a plant food department survey he should be able to answer fully and honestly each of these questions before he makes a report to management:

1. Are the workers adequately fed in terms of:

- (a) Caloric intake?
- (b) Nutritive essentials?
- (c) Psychological wants as well as physiological needs, when these are compatible and possible in terms of the civilian food supply?

2. Is the food well-prepared, i.e. does it:

- (a) Meet the qualifications of a "standard product" in quality?
- (b) Retain the maximum amount of nutrients?

3. Is all of the food of good quality?
 - (a) As it is purchased?
 - (b) As it is prepared and served?
4. Is the food prepared and handled under sanitary conditions from the time it is received until it is eaten by the workers?
5. Is the food planned, prepared and served in suitable amounts with a minimum of waste?
6. Is the food and service generally liked by the workers? Is it adapted to their food habits as well as to their food needs?
7. How can the preparation, handling or service of the food be improved? Am I prepared to make definite practicable suggestions to management that will win respect for me as an industrial feeding specialist, and for the program which I represent?
8. Have I thoroughly surveyed this situation and consulted plant management, food management and labor, wherever possible, in order that I might receive a true and unbiased picture of the conditions in this plant?

V. CONCLUSION

The ideas presented in this paper represent the philosophy of food service management that its author has tried to express functionally in her own experience as a dietitian. The methods suggested have proved to be practical in operation.

There has been an unfortunate tendency in food administration, both in the commercial and industrial fields, to glorify practical experience and to disparage technical knowledge. Both of these qualities are necessary to the highest standards of food management. The industrial dietitian, the industrial physician, the personnel director and the food manager can gain much from pooling their knowledge, and profiting from their combined experiences. Let us in the Civilian Food Requirements Branch recognize the value - in fact the necessity - both in Washington and in the regions, of technicians and administrators, management and labor cooperating, that we may have an excellent industrial feeding program throughout the United States of America.

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

IN-PLANT NUTRITION EDUCATION

Presented by

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- I. THE OBJECTIVE. To raise the nutritional level of the industrial workers through an improvement in their eating habits.
- II. FACTORS INFLUENCING FOOD HABITS AND FOOD SELECTIONS.
 1. Availability of food. By making the desirable foods available and the less desirable ones not available or less abundant.
 2. Prices. The economic factor is an important influence in determining where a person eats, whether he will bring his own lunch, and in a given eating place, what food choices he will make. Differential prices or subsidies on the more nutritious and abundant foods such as a special plate lunch or milk will increase such food sales.
 3. Appeal. Through the appearance, taste, texture and display of food, individuals can be influenced favorably toward the desirable foods or toward eating in a particular place.
 4. Education. Influencing the workers' food habits through an informational program is the most effective and permanent procedure. It has the further advantage of being a favorable factor in the selection of food at home and in public eating places outside of the industrial plant. It, consequently, has a carry-over value to the rest of the family. The disadvantage with the educational procedure is that it is slower in its application than the other three influences cited. It is also more difficult to reach all or most of the workers in a given plant by an educational program.

This paper will consider "Education", (4), as it relates to the above mentioned objective. The educational program will, if wisely planned, also take into account the factors of food availability, food prices and food appeal.

III. ASSUMPTIONS AND PRINCIPLES UPON WHICH A PROGRAM SHOULD BE BASED

1. That a majority of people do not eat wisely.
2. That a majority of people do not know enough about foods and nutrition to choose a balanced meal - even when the desirable foods are available.
3. That the industrial worker in most instances does not have time to attend the regular type of formal nutrition classes.
4. That an educational program can best be geared to the actual feeding of workers through the cafeteria (or other food service), where it exists, or to the lunch box where that is the main source of lunches, or to the meals eaten at home in the case of wives of workers and homemakers employed in industry.

IV. FOR WHOM SHOULD AN EDUCATIONAL PROGRAM BE PLANNED

1. The Workers. The main emphasis should be given to this group. The program should include both men and women.
2. Wives of workers. Since the worker eats most meals at home, it is important that the wives and other homemakers be included in the educational program. Where lunches are brought from home, there is a convenient approach.
3. Management. The president, plant superintendent, personnel director and the medical department all need to be informed on the subject of nutrition as applied to the industrial worker in order to understand and accept a satisfactory program.
4. Food Operator. It is very important that the food operator receive information and instructions on balanced menus, food preparatory procedures, food conservation and food alternates. In most plants the food operator will have something to do with the educational program in the cafeteria and, therefore, needs to understand and be receptive to such a program.
5. Supervisors and Foremen. This group is in a strategic position to sense needs and inadequacies in the eating habits of their employees. The Carnegie-Illinois Steel Corporation gave their 5,000 foremen a two-hour program on the subject in June 1943. It was tied in with the subject of heat in relation to diet.

V. TYPES OF EDUCATIONAL PROGRAMS FOR THE INDUSTRIAL WORKERS

1. The use of informational materials such as
 - a. Posters: The Basic 7 Food Groups, Walt Disney Posters, etc.
 - b. Leaflets: 99 Ways to Share the Meat, and current literature as made available by the government and other agencies.
 - c. Charts and Graphs showing trends in food consumption such as milk week by week in the plant.
 - d. Exhibits made up of (a), (b) and (c).
 - e. Movies and slide films. Available from the War Food Administration, State and local Health Departments, etc.
 - f. Articles in the plant and union publications on general nutrition as well as on topics tied in with the local feeding program.
2. Talks on special topics pertaining to food and nutrition. These can be given at lunch periods to large groups of workers, to groups by departments, to foremen, etc. The public address system is available in some plants.
3. Classes and demonstration.
 - a. Within the plant on company time: Industries have a precedence for this in regards to their safety education program.

On worker's time: A few workers might stay over at the end of the day shift for a class. Workers on the swing shift might arrive an hour earlier. A further precedence for this is in the Nursing Classes of the Red Cross.
 - b. Outside the plant. Under the sponsorship of management, classes have been organized in many places for workers and their wives. The Westinghouse program of Health for Victory Clubs is an illustration.

The plant's union can sponsor similar meetings in their own union halls.

The community, through its local nutrition committee, can sponsor classes which include labor. Public Service Gas & Electric Company in New Jersey has promoted several such programs comprising 4-5 sessions.

4. Consultation Centers

- a. In the plant cafeteria: In the Westinghouse plant, Bloomfield, N. J., the Red Cross, Public Service and the Cafeteria Manager Jointly planned a program of this type. Two Red Cross nutritionists sat at a table during the lunch hours of both the day and swing shifts for three days. Workers brought their lunches to them for rating. A certificate with a grade was given to each one. Workers were given advice and materials pertinent to their own and their families needs.
- b. In the Medical Department: The Eastman Kodak Company, Rochester, N. Y., handled 5,000 consultations in their medical department on nutrition and food problems in 1943. The service was available not only to those who were ill, but to all. Men and women make equal use of the service.

5. Contests: Contests can be sponsored on:

- a. Lunch box menus
- b. Lunch box selections
- c. Lunch tray selections
- d. Slogans and posters
- e. Recipes

6. Analysis of worker's diet.

The diets of a limited number of employees can be analyzed to determine their relative adequacies. Suggestions then can be given for their improvement. The diets of other members of the worker's family might be included where time permits.

7. Suggestions from food personnel.

When the worker is passing through the cafeteria line, the food personnel behind the counter can tactfully suggest nutritious dishes and desirable combinations for a meal. The food personnel at Westinghouse, Bloomfield, N. J., is doing this with satisfactory results.

VI. RESPONSIBILITY FOR AN EDUCATIONAL PROGRAM

The program may be assigned to any one of the following departments or individuals, the choice depending upon the situation in the particular plant. Experience has shown that some one person must be responsible for the overall educational program if it is to be effective and coordinated. The actual work may be done by several individuals under some one person's direction.

1. Medical Department. The ideal would be for this department to accept responsibility for the nutrition education. This would give prestige to the program.

An industrial nurse can be very effective where given the right to act.

2. Personnel Department. This department has direct contact with employee groups and is in a good position to work directly with them on the program.
3. Industrial Relations Department. The same applies here as for the Personnel Department.
4. Dietitian. The dietitian is the logical person in most instances to direct the educational program in those plants which have such a person on the staff.
5. Food Manager. In many plants, the food operator is assigned the educational program. If this person is not a dietitian, the educational program will most likely have to be limited and mainly include the use of posters and distribution of leaflets.
6. Labor-Management Committees. Many plants have such committees set up at the request of UPB. Some of these may have a sub-committee on Health and Welfare which committee might logically include food and nutrition as one of its activities. Such committees can often be of real help in obtaining worker acceptance of an educational program. Some one person would still have to be given the responsibility. Pollack Mfg. Co., Belleville, N. J., and Baldwin Locomotive Works, Eddystone, Pa., have tried this method. The UPB in Newark, N. J., has assisted many of their committees on nutrition.
7. The Local Union. The union can be of real assistance in cooperation with any of the above departments. In the absence of any planned program within the plant, the union can carry on its own program with its membership at its own meetings. Such programs are especially needed in the AFL, UMW, and Railroad Brotherhood since the nature of their work does not readily lend itself to in-plant educational programs. The CIO unions are better situated for in-plant programs.

VII. OUTSIDE ASSISTANCE ON EDUCATIONAL PROGRAMS

The following agencies, organizations and committees have developed nutrition education programs adaptable to the types of programs already suggested here. They can be of assistance through supplying educational materials, films, speakers and conducting consultation services and classes. The particular agency to help a given plant would vary with the given community.

1. Local and State Nutrition Committee
2. Utilities: Westinghouse, through its Health for Victory Clubs and the Public Service of New Jersey, have given courses to thousands of workers.
3. American Red Cross. In Bloomfield, N. J., the Red Cross recently supplied a consultation service in one plant.
4. Dairy League. In Philadelphia, the Dairy League supplies posters, leaflets, movies and plant visitations.
5. Health Departments. In Newark, N. J., the local health department, through its industrial nurses, advises on educational programs.

VIII. A PROGRAM FOR INDUSTRIAL FOOD OPERATORS

1. Through formal meetings at which time industrial feeding is discussed with them. Such meetings might be sponsored by the War Food Administration, Inter-Agency Committees on Food for Workers or by the operators' own associations such as Stewards' and Restaurant Associations.
2. Through their own official publications much can be accomplished in the way of educating this group.
3. Through Inter-Plant visitations as carried out by the Food Operators' Section of the Essex County Industrial Nutrition Committee, (N.J.). This group visits one plant a month on invitation from the local plant food operator. The group studies the local program and then through an informal discussion led by several food operators, appraises the program. This procedure is of mutual assistance to the local food manager and to those making the visit. From 10 to 25 individuals regularly attend these meetings.

IX. CONTENT AND TOPICS OF THE EDUCATIONAL PROGRAM

1. Where time permits, such as in regular nutrition classes, the whole subject of nutrition needs to be presented.
2. However, in any limited program the emphasis is best placed on or around a specific topic of direct concern or interest to the workers. One topic might be considered at a time.

The following topics are recommended:

- a. The worker's lunch
- b. An adequate breakfast
- c. How to pack a lunch
- d. Food for women
- e. Food for the heavy worker
- f. Food for the office worker
- g. Meat alternates
- h. The Basic 7 Food Groups
- i. Rationing: Low-Point-No-Point foods
- j. Milk
- k. Between-meal feeding suggestions
- l. Food shortages and alternates
- m. Food conservation
- n. Victory gardening
- o. Canning

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

Reports

Presented by

Milton Lowenthal
Civilian Food Requirements Branch
Industrial Feeding Programs Division
Operations Section

In an action program such as industrial feeding the operational procedures themselves should provide all the information needed for administrative purposes. Consequently, it is necessary to state program functions before discussing reports.

The functions may be divided into three main groups:-

- A. We have the technical function of making recommendations to management on the basis of plant surveys, and the responsibility for following up to determine how the recommendations are put into effect.
- B. We have the administrative function of coordination and direction, involving relations with numerous public and private agencies at all levels.
- C. We have responsibility for program development which involves evaluation of program activities, policies and operational procedures.

At present the Regions submit three types of reports to the Washington office. These are:

1. Copies of all recommendations to management with a covering sheet providing certain pertinent data.
2. Monthly reports of initial service to plants, Form FDA 667.
3. Monthly narrative reports which in addition to reporting accomplishment, emphasize special problems requiring Washington attention.

In addition, (a) information is received in the regions from other agencies, on Form FDA 677, Request for Assistance, (b) information is available for about 2500 plants for which we have survey schedules, (c) data is being obtained continuously on the Certification Form FDA 678, (d) brief statements on adequacy of facilities are obtained through state and local health and other agencies and through our field supervisors, and (e) additional data is obtained from miscellaneous sources. At the regional level records are kept of steps taken in handling individual cases.

We would like to continue receiving copies of all recommendations made to management. In conjunction with these recommendations we are proposing use of a uniform cover sheet to provide necessary statistical data. This form might also serve as an office record of action in the case.

We believe that the initial service to plants report is useful both in the Washington and regional offices, since it gives in summary form a clear picture of the monthly trend in requests for assistance, the method by which the requests were handled, and the type of assistance provided. This report, we feel, should be continued for at least another six months. Now that we have received the reports from all regions, we will, as originally planned, forward recaps to the regions. If we receive all reports by the 10th of the month, we should be able to send out recaps by the 20th.

The monthly narrative report provides a concise statement of regional activity and has served a useful purpose as a reminder on various matters that require follow-up in Washington. This report which was requested in Branch Memo No. E-2, Supplement 1, has not been received from all regions. Because of the increased workload in the Washington office, it is impossible for each of us to keep up with all the correspondence as we did several months ago. The monthly narrative reports help keep us posted on the current problems of all regions. We believe the narrative reports should be continued and efforts should be made to have it submitted with Form 667, so that recaps can be prepared by the 15th of the month.

Now let us consider the proposal for an operational form which can be used for assembling pertinent data on the 2300 plants employing more than 1000 workers. If we are to carry out our program development function it is essential that Washington, the regions, and probably the area offices all have such data at their fingertips.

For this purpose we propose use of the attached form which will be reproduced on a 5"x8" sheet and will be prepared in triplicate, one copy for Washington, one for the Region and one for the area. You will note that space is provided, on the face of the form, to note statistical data at the time a survey is made, or whenever data is obtained from any source. There is also space to note any important changes in such information at two subsequent dates. Comments may also be made on qualitative factors affecting the food service operation. The back of the form is devoted to a record of action taken in initial handling and follow-ups.

This form will be prepared by whatever office (Washington, Regional, Area), obtains the data originally and copies will be forwarded direct to the other two offices. It will be used as a cover sheet in transmitting the Washington copy of recommendations to management, as well as for data obtained from other sources.

We plan to put the data on punch cards in the Washington office, so that tabulations by area or industry could be run at any time.

It is proposed that this form be put in use as soon as it can be printed and distributed.

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch

April 1944

Industrial Feeding Program

Instruction for State and Area Representatives

A. Introduction

Increased emphasis being placed upon the development of proper feeding facilities for industrial workers requires a closer integration of the Industrial Feeding Program with the existing state and area field organization of the Office of Distribution. These instructions outline the responsibilities of the regional field staffs in the Program. They define in general terms the duties which may be performed by the Industrial Feeding Specialists and those administrative responsibilities which may be performed by the state and area supervisors.

The Industrial Feeding Program is an outgrowth of the activities of the Office of Defense Health and Welfare Services which was set up by Executive Order, in 1941. For a time all programs designed to improve workers' diets were performed by the Nutrition Division of that office which carried out its field activities largely through the medium of state and local Nutrition Committees. In 1942 it was deemed advisable to establish a Nutrition in Industry Section within the Nutrition Division in order to develop a more effective program for industrial workers. This Section, through use of a limited staff of industrial nutritionists, undertook to coordinate all activities in connection with the promotion and extension of adequate in-plant feeding facilities and nutrition education within industrial establishments.

In March 1943, by Executive Order, the nutrition activities of the Office of Defense Health and Welfare were transferred to the Food Distribution Administration and placed in the Nutrition and Food Conservation Branch. Since December 1, 1943, the Industrial Feeding Program has been operating under the supervision of the Industrial Feeding Programs Division, Civilian Food Requirements Branch, Office of Distribution.

B. Program Objectives

Broadly speaking, the objectives of the Industrial Feeding Program are:

1. The installation, expansion and improvement of industrial feeding facilities to provide food for workers in all plants where industrial feeding is practicable.
2. The provision, through industrial feeding facilities, of the food needed by industrial workers to maintain the highest efficiency in production.
3. The provision of assistance and advice to management and workers to assure the best possible use of available foods.

National goals for 1944 include the extension of industrial feeding facilities to reach approximately 5½ million additional workers. By the end of the year approximately 12 million workers should be receiving some meals through in-plant facilities.

To achieve these objectives, it is extremely important that the regional staffs of the Office of Distribution and all state and area supervisors have a full understanding of the method by which the program operates, as well as their responsibilities in the program.

C. Method of Operation

The Industrial Feeding Program is a war production program and many Federal agencies are concerned with it. The activities of the agencies having a major interest in the program are coordinated at Washington through the medium of the Inter-Agency Committee on Food for Workers. The Washington Committee now includes representatives of War Food Administration, Office of Price Administration, War Production Board, War Manpower Commission, the War and Navy Departments, Maritime Commission, the Federal Works Agency and the U. S. Public Health Service. Additional representatives may be included as the occasion demands. The WFA Director of Distribution is Chairman, the Chief of the Civilian Food Requirements Branch is Vice Chairman, and the Chief of the Industrial Feeding Programs Division of the Civilian Food Requirements Branch is Secretary.

At the Washington level contacts are maintained with labor organizations through the medium of a Labor Advisory Committee consisting of representatives of all major labor organizations. The purpose of this committee is to keep labor informed on the manner in which the program operates and to advise on general policy matters. Relations have also been established directly with management associations, with organizations of industrial feeding contractors and with other interested groups.

To facilitate operation in the field, similar inter-agency committees have been established at regional, and in some instances, area levels. In addition to the above-mentioned agencies these committees include representatives of the Office of Community War Services of the Federal Security Agency and area representatives of the President's Committee on Congested Production Areas. Other agencies whose activities are related, e.g., Office of Defense Transportation, Federal Public Housing Authority, are invited to participate at the discretion of the Committee. Labor Advisory Committees are not organized at area or regional levels. Where it is deemed advisable labor and management representatives may participate in the area committees. OD employees act as chairmen of these committees.

The Industrial Feeding Program operates on a voluntary basis. However, the procurement agencies (War, Navy, Maritime) have been charged by the President with the responsibility for providing adequate feeding facilities in war plants under their jurisdictions, "in order to prevent unnecessary loss of man hours and productive effort in our essential industries and to increase the employment of women". In government owned plants the procurement agency may finance the food service installation. Federal financing is available to private plants, on sponsorship of a procurement agency, through the Defense Plant Corporation. Detailed information on financing installations will be provided by Regional Offices.

The Office of Distribution function is (1) to direct and coordinate the program at Washington, regional and area levels, (2) to provide management with technical advice on organization and operation of industrial food

services, and (3) to assist management wherever necessary, with food supply problems, with ration allotment problems, with equipment priorities applications, with personnel recruitment problems and with the conduct of nutrition education programs.

The Industrial Feeding Programs Division of the Civilian Food Requirements Branch in Washington is responsible for the development, coordination and direction of the national program. The Washington office establishes policies and food service standards on which the Industrial Feeding Specialists base their recommendations to management. It also issues publicity materials for national distribution. The work of the Division is carried out by an Operations Section and a Facilities and Equipment Section.

The field staffs of Industrial Feeding Specialists operate under the supervision of the Chiefs of the Regional Civilian Food Requirements Divisions, who are responsible for direction of all industrial feeding activities of State and Area Supervisors.

The Office of Price Administration is directly concerned with the program as a part of its institutional rationing program, as a means for providing necessary supplemental allowances without resorting to individual differential rationing, and is charged with the responsibility for maintaining reasonable prices.

War Production Board's interest is two-fold, - increased war production and the manufacture and distribution of food preparation and service equipment.

The Manpower Commission is concerned with the program because of its value in manpower stabilization and specifically in connection with the training, recruitment, and stabilization of manpower in food service operations.

War Department, Navy Department and Maritime Commission recognize the program as an important method of improving the efficiency of workers engaged in production of needed war supplies.

Federal Works Agency is concerned with industrial feeding because of its relation to community feeding problems, and its effect on the war public works program.

U. S. Public Health Service is concerned with industrial hygiene and other health and sanitation aspects of the program.

D. Responsibilities of Industrial Feeding Specialists

Industrial Feeding Specialists are attached to the regional offices. These staff employees operate under the direction of the Chief of the Civilian Food Requirements Division and are charged with the technical supervision of the Industrial Feeding Program within the region.

These specialists are available to survey plants and advise management on the organization and operation of industrial food services and on the conduct of integrated nutrition education programs. They are responsible for advising on specific industrial feeding problems, e.g., facilities, food supply, food preparation and service, operations methods and personnel.

Area and State Supervisors should handle technical matters only when requested by the Industrial Feeding Specialists to follow through on specific problems, such as follow-up on menu changes, priority approval on equipment, etc.

E. Responsibilities of State and Area Supervisors

State and Area Supervisors should perform certain administrative duties in cooperation with the Regional Staff of Feeding Specialists. These duties are:

1. Public Relations

a. General

Supervisors should handle public relations activities in connection with the Industrial Feeding Program as instructed by the regional office within their areas. This requires that they be sufficiently informed concerning the program to answer general inquiries from individuals and interested groups. Informational material will be forwarded through regional offices in order to enable them to keep abreast of program activities. Supervisors may attend public meetings of local groups to inform them concerning the program.

b. Knowledge of in-plant conditions

Supervisors should be currently informed of the extent and adequacy of in-plant feeding, particularly in the larger plants in their areas. This information can be obtained from the Regional Office, Area Inter-Agency Committee, and local nutrition committees, where such committees have effective industrial nutrition subcommittees. Generally, there exist state and local agencies (health or labor departments, licensing bureaus) which have responsibility for policing and improving food service operations. Where these agencies are interested, they may assist in the program by reporting on adequacy of facilities, and they may act as screening agencies, referring requests for assistance to our Supervisors.

Supervisors shall make reports on the status of local facilities when specific reports are requested by the regional offices.

2. Inter-Agency Committees

Upon authorization of the Regional office, Supervisors may establish and act as chairmen of state or area Inter-Agency Committees composed of local representatives of cooperating federal agencies and such other state or local agency representation as may be advisable. It would be desirable to include representatives of labor and management on area committees. These committees serve to coordinate the activities of all agencies concerned with industrial feeding and related problems in an area. Regional representatives should attend the first meeting and the Regional Office should be advised of all future activities.

3. Initial Requests for Assistance

Supervisors may receive requests to take action concerning feeding facilities in specific industrial plants, directly from persons or groups within the local area. In addition, inquiries received at the regional level may be referred through State Supervisors to Area Supervisors for "initial handling". Upon receipt of an inquiry, it should be handled in line with the following instructions:

- a. Management: Assistance can be given to management in the following ways:

Furnish such informational materials as may be available on the operation of the program.

Outline the assistance available through the Regional Industrial Feeding Specialists.

In instances where technical assistance is requested, arrange for the visit of the Industrial Feeding Specialist.

- b. Labor: Area Supervisors can assist groups of workers in the following ways:

Furnish such details of the program as are available for distribution by the Area Supervisor.

Outline the type of assistance which can be furnished by our Industrial Feeding Specialists, pointing out that this assistance is provided to plants only upon the specific written request of management or a procurement agency.

Advise that the feeding problem also should be brought to the attention of the nearest WPB Office of Labor Production representative, who can request our technical assistance where it is believed that lack of adequate food service facilities adversely affect production.

When, as a result of these initial contacts, management desires the services of an Industrial Feeding Specialist, such services should be requested by the State or Area Supervisor on Form FDA 677 (see copy attached) and forwarding an original and one copy to the Regional Chief of the CFRB, and one copy to the State Office of Distribution.

Where necessary, field representatives of the WPB Office of Labor Production, the War Manpower Commission, the procurement or other cooperating agencies will assist Area Supervisors in arranging clearance with management for plant visits by Industrial Feeding Specialist or other authorized representatives.

Individual plant contacts should not be made except in response to specific inquiries, or in accordance with instructions from the Regional office..

In handling inquiries, Supervisors may make visits to the plant, but care must be observed to avoid attempting technical assistance in connection with feeding facilities. Reports of such visits should be prepared in triplicate. One copy should be forwarded to the State Supervisor, the original to the Chief, Civilian Food Requirements Division, for referral to the Industrial Feeding Section and one copy retained in the Supervisor's files.

Cooperating Federal agencies, state and local agencies and committees have been requested to forward all requests for technical assistance directly to the OD Regional office. Where area Inter-Agency Committees are functioning, local representatives of cooperating agencies may be requested to file application for assistance with Office of Distribution Supervisors.

4. Relations with Industrial Feeding Specialists

Industrial Feeding Specialists will notify State and Area Supervisors concerning any contemplated visit to a plant within the area, and shall work closely with the Area Supervisor during their visits to the area. Area Supervisors can furnish general assistance in the conduct of a survey, such as arranging appointments with management, transportation, clearance with plant Security Officials, etc. It is recommended that Area Supervisors visit the plant with the Industrial Feeding Specialist occasionally, in order to be familiar with the general plant situation and to be in a position to follow up where necessary.

At the conclusion of any plant visit copies of any recommendations made to the plant by the Industrial Feeding Specialist will be furnished to the State and Area Supervisor.

5. Follow-up on Recommendations to Management

Supervisors should work closely with management to assist in carrying out Industrial Feeding Specialists' recommendations for improving food service operations. This may involve:

- (a) Assistance with food management and supply problems
- (b) Adjustments in ration allowances, in cooperation with OPA
- (c) Assistance in filing applications for equipment, in cooperation with WPB
- (d) Assistance in obtaining personnel, in cooperation with WMC (USES)
- (e) Assistance in conducting nutrition education programs for managers and cooks as well as plant workers, as an integral part of the food service operation in the plant.

Specific instructions on these functions will be provided in future regional communications.

6. Community Relationship and Activities

The establishment and operation of adequate industrial feeding facilities and the organization and conduct of related in-plant nutrition programs involve numerous community relationships. It is therefore essential that Office of Distribution Supervisors understand the extent of Office of Distribution responsibilities and activities in connection with such community relationships.

a. Relationships with State and Local Agencies Engaged in Industrial Feeding Activities

The Office of Distribution has the basic responsibility for the coordination of federal governmental activities in the field of industrial nutrition. In many communities there exist state or local agencies, both governmental and voluntary groups, such as State War Boards, Civilian Defense Councils, Nutrition Committees, State Health Departments, etc., which may be actively concerned with the promotion of industrial feeding and industrial nutrition activities. Because of variations in the scope of activities and in the type of organization which they follow, the relationships which the State or Area Supervisors maintain with state or local groups must vary in accordance with circumstances. The regional offices should be advised of all relationships established and should be consulted when specific jurisdictional problems arise.

Supervisors, in cooperation with Industrial Feeding Specialists, should endeavor to promote harmonious working relationships with all groups in their areas, bearing in mind that the status of these groups prohibits our directing or controlling their activities in connection with industrial feeding except through mutual understanding. Supervisors should:

1. Keep such groups advised of our activities in connection with industrial feeding in their areas.
2. Request their participation in Interagency Committee activities when advisable.
3. Encourage their cooperation in those fields of activity in which they can be most helpful, such as promoting acceptance of the program by management, facilitating clearance for surveys, etc.

b. Relationships on Community Nutrition Programs.

education
Where community programs are needed to complement nutrition activities being carried on in the plant, the following general principles shall govern:

1. The Industrial Feeding Specialist has the responsibility for the complete development of a desirable nutrition program within the plant but should not undertake to set up a community program.

education

2. Where a complementary community/program is desirable and an active local nutrition committee is in existence, the Area Supervisor may suggest that its program be "angled" toward special alignment with the in-plant industrial feeding activities. Where no active local committee exists, the Office of Distribution State Supervisor should inform the State Nutrition Committee Chairman of the need and the services of the State committee should be sought, through the State Chairman, in getting a local committee established and a community program operating.

c. Community Feeding Problems

Where community feeding problems exist, especially in congested areas, Supervisors should familiarize themselves with the adequacy of existing community feeding facilities. Where the establishment of new or the improvement of existing community facilities can contribute to the improvement of workers' feeding outside of the plant and thus complement the in-plant feeding program, the problem should be brought to the attention of the Regional Office. Supervisors should take positive steps toward the improvement of community facilities in accordance with instructions from the Regional Office. In areas where Inter-Agency Committees exist, it will be proper to refer community feeding problems to the Interagency Committee. In designated congested production areas, the problem may be taken up directly with the Area Representative of the Committee for Congested Production Areas. In other areas the Regional Office will request the cooperation of interested Federal agencies such as the Federal Security Agency Community War Services, in solving the community feeding problems.

7. Area Food Supply Problems

Supervisors shall work directly with the management of the Industrial feeding establishment in connection with food procurement.

- a. Food Shortages: When an industrial feeding establishment is experiencing difficulty in procuring food and the problem does not involve a question of ration points, efforts shall be made to eliminate the food shortage in line with established procedure. Where ration points are a problem this matter should be handled by the Industrial Feeding Specialist.
- b. Food Promotion: Campaigns to promote consumption of foods in abundant supply in individual feeding establishments may be taken up directly with industrial feeding establishment managers the same as any other food handlers, etc.

State and area supervisors should be familiar with the official literature on the program, copies of which are attached. Supplies are available through the Regional office.

The Regional Office will issue specific instructions as indicated herein and as needed from time to time.

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

SUGGESTIONS TO INDUSTRIAL PLANT MANAGEMENT PLANNING TO INSTALL OR EXPAND
INDUSTRIAL FOOD SERVICES

1. Request assistance of Industrial Feeding Specialist, Regional Office, Office of Distribution, War Food Administration to provide:
 - (a) On-the-ground study of needs and recommendations on type of facilities or expansion
 - (b) Advice on menu planning
 - (c) Suggestions on efficient operation of food service
 - (d) Suggestions on food service manpower and training problems
 - (e) Advice on food preparation and conservation
2. Secure services of engineer, architect or equipment company
 - (a) To prepare plans and equipment lists in accordance with O.D. WFA standards
 - (b) To consult with Industrial Feeding Specialists on development of plans and equipment lists meeting standards
3. Submit proposed plans and lists to appropriate industry branch of WPB with application form WPB 617.
4. Submit copy of proposed plans and equipment lists to Industrial Feeding Specialist, WFA.
 - (a) WFA has responsibility for recommendation to WPB on certification of need.
5. Determine type of management for food service.
 - (a) Information on various types may be secured from Industrial Feeding Specialists, WFA.
6. Appoint management representative to maintain liaison with Food Service Manager
 - (a) To retain plant responsibility for quantity and quality of food service
7. Hire experienced dietitian
 - (a) To assure adequate and efficient planning and preparation of food
 - (b) To direct nutrition educational activities
8. Request additional advisory service from Industrial Feeding Specialists, WFA, for:
 - (a) Assistance with food supply and rationing problems and preparation of OPA application for rationed food allotments
 - (b) Nutrition education programs and materials
 - (c) Other food problems as they may arise

THE UNITED STATES OF AMERICA
DEPARTMENT OF THE ARMY
OFFICE OF THE ADJUTANT GENERAL
WASHINGTON, D. C. 20315

MEMORANDUM FOR THE ADJUTANT GENERAL
SUBJECT: [Illegible]

1. [Illegible]

2. [Illegible]

3. [Illegible]

4. [Illegible]

5. [Illegible]

6. [Illegible]

7. [Illegible]

8. [Illegible]

WAR FOOD ADMINISTRATION
Office of Distribution
Civilian Food Requirements Branch
Industrial Feeding Programs Division

Industrial Feeding Training Conference, April 24th - 26th, 1944
Washington, D. C.

Government Industrial Feeding Materials

Available free from the regional offices of the WFA Office of Distribution:-

"Manual of Industrial Nutrition" - 25 page booklet containing recommendations and program suggestions - lists of Government and other materials.

"Planning Meals for Industrial Workers" - 25 page booklet on menu planning for both hot and cold meals for workers - suggestions for all types of industrial food service.

"Your Employees are no Better Than the Food They Eat" - A nutrition program for industry, 10 page illustrated pamphlet of suggestions for management.

Industrial Nutrition Service - monthly bulletins containing information on food for workers for use in industrial plant magazines and bulletin boards.

Radio scripts and transcriptions.

"Hidden Hunger Exposed" - cartoon film strip on Basic 7.

Motion picture films.

Industrial Feeding Materials

Available at cost from the Government Printing Office, Washington 25, D. C.:-

Posters:-

Eat the Basic 7 Every Day - 10¢ each - \$4.00 per 100

Avoid Fatigue - 5¢ each - \$2.00 per 100

Good Food Means Good Work - 5¢ each - \$3.00 per 100

Eat 3 Well-Balanced Meals Every Day - 5¢ each - \$3.00 per 100

Folder:- (take-home)

Eat a Lunch that Packs a Punch - 5¢ each - \$1.00 per 100

Table Tent Cards:-

Set of 7 illustrating each of the 7 Basic Food Groups

~~10¢~~ each set - \$5.00 per 100 sets of seven

Sets containing one copy of each item listed above - 40¢ per set -
\$18.00 per 100 sets

WAR FOOD ADMINISTRATION
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THE WORK OF THE NUTRITION PROGRAMS BRANCH

1. Basic responsibility of the Nutrition Programs Branch.

The Nutrition Programs Branch is responsible for developing a coordinated national wartime nutrition program. Its efforts are directed toward insuring the highest possible nutritional level of the American people as a factor in maintaining the national health under war conditions.

The Branch's work is largely educational in character. Its activities are concerned primarily with getting information to housewives on how they can best cooperate with the War Food Administration in making the most of the war food supply. It directs its attention to such fundamentally important matters as: How can the housewife do the best job of feeding her family properly on the foods available; how can she adapt the available foods to fit the established food habits of her family, i.e., use of meat extenders for meat itself; how foods in temporary surplus can best be taken up by inclusion in the meals; how foods in short supply can be compensated for by other foods of equal food value; how relatively new foods of exceptionally high nutritional value such as soybeans, peanut butter and enriched flour and bread can be utilized to strengthen the nutritional value of wartime meals.

Through its coordinated structure of existing agencies, the Branch carries out essentially the same functions for which a large educational agency staff was required during World War I. This structure is outlined in the following sections.

2. Historical Background.

The work of the Branch is a continuation of the work of the Nutrition Division of the Office of Defense Health and Welfare Services created under Executive Order 8890 of September 3, 1941. Under this order, the Nutrition Division was charged with studying, planning, and encouraging measures to assure the provision of adequate nutrition services to the citizens of the Nation during the defense emergency; serving as the center for the coordination of nutrition services made available by the departments and agencies of the Federal Government and other agencies, public and private; and making available to States and localities the services of specialists in nutrition activities to assist in the planning and execution of State and local programs.

The Nutrition Division was transferred to the Department of Agriculture by Executive Order 9310 of March 6, 1943, in order to achieve a more direct

association of its activities with the developing programs of the War Food Administration. Continuing activities were then placed under the administrative direction of the Food Distribution Administration by administrative order of the Secretary of Agriculture.

The National Nutrition Conference called by the President in May 1941 provided the initial stimulus for the coordinated national activities to which the Branch's program is now related. The conference established the point at which Federal and State activities as well as the interests of the food industries, national organizations, labor and other groups were brought into a related program, national in scope. State nutrition committees, created in each of the 48 States, following a recommendation of the Executive Committee of the Land-Grant Colleges in 1940, aligned themselves with the program. Food industries contributed their advertising resources and national organizations cooperated through their State and local memberships. The program thus became an intensive educational program designed to teach the American public the elementary principles of nutrition and food values and to influence an improvement in the nutritional value of the daily meals of the individual American citizen. The same basic purpose exists in the current program with the emphasis now placed more directly on ways and means of securing the highest nutritional return from the available foods under the existing conditions of wartime food supply.

3. Current function and program.

The Branch function continues to be mainly a coordinating one furnishing leadership for the national nutrition program. Its program is one of inducing and supporting activities, particularly on the local community level, which will assist the American public to understand and apply sound nutritional principles in the use of the wartime food supply. This program furnishes the essential "face-to-face" educational medium which picks up where the information disseminated by the press, radio, and other media leaves off. It supplies the means for the more personal follow-through necessary to get the individual to do the things he has been informed, through the conventional information channels, are the things that must be observed in order to realize the war food objectives. To accomplish these purposes the Branch, through its coordination procedures, has mobilized and is utilizing the skills of practically all agencies and individuals having special knowledge of food and nutrition. Its programs are carried out through an organized channel from Federal to State to local levels as follows:

On the Federal level there are a number of agencies carrying on nutrition activities related to their special spheres of responsibility. The major agencies among these are the United States Public Health Service, the Extension Service, the Office of Education, the Children's Bureau, the Farm Security Administration, the Red Cross, and the several administrative units of War Food Administration and the Department of Agriculture. The Branch develops its programs in direct consultative relationship with an Interdepartmental Nutrition Coordinating Committee on which each of these agencies are represented.

At the State level, there are counterparts of the majority of the above-named

Federal agencies. Representatives of these State agencies form the State nutrition committees, which have been in existence in each of the 48 States and have been carrying on active nutrition programs since 1940. All of these States have sponsored local nutrition committees through which the programs recommended by the Nutrition Programs Branch, as well as their own State programs, are carried out as an applied program in the local community. Membership on these local committees is usually made up of the local home demonstration agent, the home economics teacher, the local health officer, the Farm Security Home Management Supervisor, representatives of other interested local agencies and groups such as the home economics demonstrator of the local utility companies, the Red Cross Nutrition representatives, Parent-Teachers, etc. It is estimated that there are from 2,500 to 3,000 local committees, all of which take their general direction from the State nutrition committee.

The agencies and individuals brought into an organized force by the Branch programs represent the full resource of the country in technical knowledge and lay interest in nutrition and supplies a facility which could not be met by any other means. The Branch program is therefore directed toward securing the full contribution of all of these cooperating groups in furthering the War Food Program. Its organization accordingly is small and is designed to function most effectively toward this end.

4. Field operations.

Within the Nutrition Programs Branch, the Community Nutrition Services Division has the responsibility for field operations and for the development of State program materials. A National Nutrition Activities Section is responsible for the preparation of materials such as a monthly news letter, technical nutrition information materials, and special bulletins. As an example of the general pattern of operation, the Branch is advised that there is an over-supply of certain food items in prospect. A special bulletin is prepared in this Section for the State committee chairmen, giving details of the situation. The bulletin is then transmitted through the State and Local Nutrition Activities Section.

The State and Local Nutrition Activities Section handles the program development work with the State Committees. Regional conferences are held periodically with the State chairmen and a staff of field representatives (one for each of the 5 Office of Distribution regional areas) maintain constant field contact with the chairmen, personally interpreting new phases of the program, assisting in connection with the problems of the established aspects of the program, advising and consulting with the secretaries who have been assigned to the committees to work within the individual State. Each field consultant assigned to a regional area maintains cooperative relationships with the regional Office of Distribution. State and local nutrition committees carry the responsibility for interpreting and adjusting the national program to the local food situation.

There are 54 "State" nutrition committees. In addition to the 48 States the following units are organized on the same basis as State committees and are regarded as serving in the same capacity: New York City, Chicago, San Francisco and the Bay Area, Puerto Rico, Hawaii, and the District of

Columbia.

To implement the nutrition program, an executive secretary is provided for each State nutrition committee to facilitate the work of these volunteer committees. The executive secretaries are selected by and work under the direction of State nutrition committees. Each executive secretary is provided with a limited travel account and with the franking privilege. The salary and travel accounts for executive secretaries are handled through the Administrative Services Division of each regional office.

Executive secretaries are chosen by the State nutrition committees and take their immediate direction from the chairman of the State committee. The general duties of the executive secretary are:

- a. Assist the State nutrition committee in the development and execution of their program.
- b. Assist the State nutrition committee in coordinating the nutrition programs of agencies and organizations.
- c. Stimulate action and organize county nutrition committees.
- d. Assist county and city nutrition committees in local adaptation of the State nutrition program.
- e. Be administratively responsible to the field consultant of the Community Nutrition Services Division of the Branch.

5. Special services.

Matters which do not specifically relate to the work of the committees or to the coordination procedures in operation with other Federal agencies are handled by the Special Services Division. Special programs have been developed in the interest of securing the aid and cooperation of certain groups independently of committee work. The food industries have contributed greatly to the program in featuring the food chart and in "angling" their advertising to influence more balanced diets; a special approach has been made to the physicians and public health officers to gain their cooperation as a professional group, and direct relations have been maintained with the labor groups.

